

# bulletin





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JUN 4 '48

## SECOND SPECIAL SESSION OF THE GENERAL ASSEMBLY

### U.S. Position on French Proposal for Jerusalem

STATEMENT BY PHILIP C. JESSUP<sup>1</sup>

As the debate developed in the closing minutes of the session of the Committee on Friday, the United States declared its warm support for the proposal made by the Representative of France<sup>2</sup> in his eloquent and moving statement to the Committee on Thursday. Time did not then permit elaboration of the position of the United States. I wish in a few words to make that position clear. The Holy City of Jerusalem is a special concern to all mankind. Its spiritual significance transcends all political questions or special interests which might have arisen in this particular century in which we live. Christians, Jews, and Moslems—indeed men of all faiths everywhere—are compelled to join their efforts to insure that the destruction of Jerusalem and the nearby Holy Places does not become the darkest blot upon the twentieth century.

The protection of Jerusalem is an integral part of the suggestions which have been made by the United States to this Committee. We believe that it is possible to go ahead at once with a study of detailed plans to safeguard the Holy City without in any way prejudicing or delaying arrangements for bringing peace to Palestine as a whole. In supporting this idea we do not wish to leave the impression that protection for Jerusalem will settle the question of Palestine or that we have withdrawn in any way our suggestion for a temporary trusteeship for all of Palestine.

The United States has been studying the special problem of Jerusalem for some time and does not minimize the practical difficulties which the security of that city will entail. We believe it essential that our effort be directed as much as possible to the security problem and that the arrangements to be agreed upon not be prejudicial to a truce and political settlement for all of Palestine. Perhaps the way to a solution is to be found in the spirit suggested by a group of religious leaders of several faiths and several countries in an appeal which was published on Easter Day. The signers of this appeal included a representative of the Quakers of the world, the Archbishop of Canterbury, the Primate of the Church of Norway, the Presiding Bishop of the Protestant Episcopal Church of America, and an Archbishop of the

#### Resolution on Protection of Jerusalem\*

The General Assembly,  
Considering that the maintenance of order and security in Jerusalem is an urgent question which concerns the United Nations as a whole,

*Resolves* to ask the Trusteeship Council to study, with the Mandatory Power and the interested parties, suitable measures for the protection of the City and its inhabitants, and to submit within the shortest possible time proposals to the General Assembly to that effect.

\* U.N. doc. A/543, Apr. 26, 1948; adopted by the General Assembly at its 132d Plenary Session on Apr. 26, 1948.

Greek Orthodox Church. These leaders, declaring themselves as representatives of "Religion, not of politics or of Government Policies," united in asking the leaders of Arabs and Jews "to establish a 'truce of God' which means a holy area of peace and freedom from violence in the City of Jerusalem . . . ."

The United States is not primarily concerned with the procedure by which we move on to deal with this question of Jerusalem but we believe we should act expeditiously. We welcome the amendment introduced by the Representative of

<sup>1</sup> Made in Committee 1 (Political and Security) of the Second Special Session of the General Assembly on Apr. 26, 1948, and released to the press by the U.S. Mission to the United Nations on the same date. Mr. Jessup is a member of the U.S. Delegation to the Special Session.

<sup>2</sup> France: Draft Resolution (U.N. doc. A/C.1/280, Apr. 22, 1948).

#### The First Committee

Considering that the maintenance of order and security in Jerusalem is an urgent question which concerns the United Nations as a whole,

*Recommends* the General Assembly,  
to ask the Trusteeship Council to study and, in consultation with the Mandatory Power and the interested parties, take suitable measures for the protection of the City and its inhabitants.



Sweden to the original French proposal (document A/C.1/281)<sup>a</sup> because we hope that it will eliminate any controversy concerning procedure and enable work to begin at once upon the practical details of the plan.

As the Delegation of the United States declared in the debate on Friday, we hope that the proposal

of France as amended by the Representative of Sweden, will be promptly approved, that we shall then return to the general debate, and that upon the conclusion of the general debate the committee will then proceed to deal specifically with the United States suggestion for dealing with Palestine as a whole.

## Questions Involved in Concept of Trusteeship for Palestine

STATEMENT BY PHILIP C. JESSUP<sup>1</sup>

Since our first meeting a week ago the Committee has been discussing the question of the future government of Palestine as referred to it by the General Assembly. Many delegations have expressed their views on the plan of partition with economic union and others have spoken on a military and political truce and a temporary trusteeship for Palestine.

Meanwhile, the Mandatory for Palestine has reiterated its position that it will relinquish the Mandate on May 15th. The question now in everyone's mind is what governmental authority will succeed the Mandatory authority when the Mandate is relinquished. The plan of partition with economic union recommended by the General Assembly last November is not materializing in the form in which it was recommended. Both of the principal communities of Palestine have announced their intention of establishing states in that country upon the termination of the Mandate, unless irreconcilable conditions are met. Despite the action of the Security Council calling for an immediate cessation of hostilities, each day that passes reveals new acts of violence and threats of violence on an unprecedented scale. Since our paper was prepared, the Security Council has established a Truce Commission and this Committee has just requested the Trusteeship Council to make

a special study of measures to protect Jerusalem. These developments must, of course, be taken into account. In our opinion they could be helpfully integrated in any temporary trusteeship administration. So the question still stands, What will be the form and nature of the governmental authority in Palestine three weeks from today?

In the working paper circulated a week ago it was suggested that the Committee should consider the possibility of a United Nations trusteeship for Palestine on a temporary basis and with the United Nations itself as the administering authority. The views expressed thus far in the general debate indicate a general desire on the part of most members of the Committee to continue with substantive discussion of the trusteeship idea. We accordingly welcome such a discussion at this time before the Committee takes action on the United States draft resolution in document A/C.1/278.

I think it may be helpful to the Committee if I were to indicate what seem to us the principal questions involved in the concept of trusteeship for Palestine. Other questions may occur to other members of the committee.

At the outset may I recall that the suggestion of temporary trusteeship is a part of what Ambassador Austin called "a military and political standstill to save human life and to make possible further negotiations on a final political settlement". This idea of a standstill is reflected in the preamble to the draft agreement contained in the working paper. There it is stated that the General Assembly, in approving terms of trusteeship for Palestine, would be acting—and I quote the language of the preamble—"without prejudice to the rights, claims, or position of the parties concerned or to the character of the eventual political settlement." This general principle should be kept in mind in the Committee's consideration of specific parts of the question before us.

Every delegation in the Committee is interested in the arrangements suggested for securing the trusteeship. According to the working paper, the organization and direction of the police force

<sup>a</sup>Sweden: Amendment to Draft Resolution of France (U.N. doc. A/C.1/281, Apr. 23, 1948). The Swedish amendment called for deletion of words in brackets and addition of italicized words.

### The First Committee

Considering that the maintenance of order and security in Jerusalem is an urgent question which concerns the United Nations as a whole,

### Recommends the General Assembly,

To ask the Trusteeship Council to study [and, in consultation] with the Mandatory Power and the interested parties [take] suitable measures for the protection of the City and its inhabitants, and to submit within the shortest possible time proposals to the General Assembly to that effect.

<sup>1</sup>Made in Committee 1 (Political and Security) of the Second Special Session of the General Assembly on Apr. 27, 1948, and released to the press by the U.S. Mission to the United Nations on the same date. Mr. Jessup is a member of the U.S. Delegation to the Special Session.



necessary for the maintenance of internal law and order and for the protection of the Holy Places would be the responsibility of a governor-general. This is article 6 in the draft trusteeship agreement. It would be the duty of the governor-general in accordance with article 7 to organize a voluntary force to provide for local defense and for the maintenance of law and order within Palestine. The duty thus placed upon the governor-general would be founded upon article 84 of the Charter, which authorizes the administering authority "to make use of voluntary forces, facilities, and assistance . . . for local defense and the maintenance of law and order within the trust territory". Until this voluntary force can be recruited and organized, and after its organization if it needs assistance, the governor-general would be authorized to call upon certain governments to assist in the defense of Palestine or in the maintenance of law and order within Palestine. This would be provided by article 7 of the draft trusteeship agreement.

The United States would be interested in knowing whether other members of the Committee consider that the method proposed in article 7 for providing police and security forces is acceptable.

It will be appreciated that the working paper does not evade or gloss over other difficult problems which need to be solved. Article 29 of the draft trusteeship agreement deals with immigration. As a general principle, immigration into Palestine would be permitted according to this article "without distinction between individuals as to religion or blood, in accordance with the absorptive capacity of Palestine as determined by the Governor-General". In addition, a temporary immigration regime is provided for—namely, the immigration of a number of Jewish displaced persons per month for a period not to exceed two years, the number to be determined.

Since immigration is one of the important issues involved in the question of the future government of Palestine, the views of the Committee on this provision of the draft trusteeship agreement would be helpful. Is it a sound general principle that the volume of immigration during a temporary trusteeship should be determined by the absorptive capacity of Palestine as determined by the governor-general? What are the views of members of the Committee with respect to permitting immigration of individuals without distinction as to religion or blood? Is the provision, as a temporary measure, for the immigration of a certain number of Jewish displaced persons over a period of two years one which appears reasonable and just?

Another important issue is the question of land policy dealt with in article 31 of the draft trusteeship agreement. Here the draft would place upon the governor-general the duty of establishing and maintaining a land system appropriate to the needs

of Palestine "in which there shall be no limitation on the sale, purchase, lease or use of land on grounds of race, nationality, community or creed". Are the principles in this statement of land policy just and equitable? The same article provided that the criteria upon which the land system shall be based shall be recommended to the governor-general by a commission of impartial experts neither Arab nor Jew. Does this provision of the draft agreement recommend itself?

It is important to consider the means of facilitating the economic and social development of Palestine. The United Nations Economic and Social Council, the specialized agencies related to it, and the Proposed Economic Commission for the Middle East, could be useful in this regard. In this connection the article of the draft trusteeship agreement dealing with external affairs should be considered. By article 35, the conduct of external affairs would be placed in the hands of the governor-general. This article also deals with the adherence by Palestine to international conventions and recommendations drawn up by the United Nations or by the specialized agencies referred to by article 57 of the Charter. The role of the Trusteeship Council in adhering to such conventions and recommendations is covered by the same article.

Are the provisions of article 35 appropriate for obtaining the maximum use of these United Nations agencies in developing the human and material resources of Palestine for the benefit of its inhabitants and of the world?

In considering these and other features of a temporary trusteeship for Palestine it will be helpful, I feel, to bear constantly in mind the primary responsibility of Jews and Arabs. In his address last Monday, the Representative of the United States said "that the primary responsibility for reaching a peaceful settlement of this problem rests upon the people of Palestine . . . We do not believe that the peoples of Palestine are entitled to appear before the United Nations to assert demands which must be accepted by the other party and the world community as the only alternative to war."

In a political sense, it is axiomatic that government cannot be established nor maintained without the cooperation of the governed. In saying this, the United States Delegation merely wishes to apply this general truth to the specific situation in Palestine. If a temporary trusteeship for Palestine is established the United States would anticipate the fullest possible measure of participation by Jews and Arabs in positions of the highest responsibility and trust within the central administration. The success or failure of a temporary trusteeship, or of any other form of government for Palestine, will turn upon the degree of cooperation existing among the various elements of the population.

## Security Council Resolution on Establishment of Truce Commission for Palestine<sup>1</sup>

Referring to its resolution of 17 April 1948 calling upon all parties concerned to comply with specific terms for a truce in Palestine,

### The Security Council

*Establishes* a Truce Commission for Palestine composed of representatives of those members of the Security Council which have career consular Officers in Jerusalem, noting, however, that the representative of Syria has indicated that his Government is not prepared to serve on the Commission. The function of the Commission shall be to assist the Security Council in supervising the implementation by the parties of the resolution of the Security Council of 17 April 1948;

*Requests* the Commission to report to the President of the Security Council within four days regarding its activities and the development of the situation, and subsequently to keep the Security Council currently informed with respect thereto.

The Commission, its members, their assistants and its personnel, shall be entitled to travel, separately or together, wherever the Commission deems necessary to carry out its tasks.

The Secretary-General of the United Nations shall furnish the Commission with such personnel and assistance as it may require, taking into account the special urgency of the situation with respect to Palestine.

## United States Delegation to Second Special Session

### Representatives

Warren R. Austin, U.S. Representative at the Seat of the United Nations and Representative in the Security Council, Ambassador  
Francis B. Sayre, U.S. Representative in the Trusteeship Council, Ambassador  
Philip C. Jessup, Deputy Representative on the Interim Committee of the General Assembly

### Alternate Representatives

Dean Rusk, Director, Office of United Nations Affairs, Department of State  
John C. Ross, Deputy to the Representative at the Seat of the United Nations

### Advisers

Frank P. Corrigan, Adviser on Latin American Affairs, U.S. Mission to the United Nations  
Donald C. Blaisdell, Special Assistant to the Director, Office of United Nations Affairs, Department of State  
William I. Cargo, Division of Dependent Area Affairs, Department of State  
Benjamin Gerig, Deputy Representative in the Trusteeship Council; Chief, Division of Dependent Area Affairs, Department of State  
Raymond A. Hare, Foreign Service officer; Chief, Division of South Asian Affairs, Department of State  
John E. Horner, Office of European Affairs, Department of State  
Gordon Knox, Adviser on Security Council and General Affairs, U.S. Mission to the United Nations  
Samuel K. C. Kopper, Special Assistant to the Director,

Office of Near Eastern and African Affairs, Department of State  
Thomas J. Maleady, Foreign Service officer, Department of State  
Robert M. McClintock, Special Assistant to the Director, Office of United Nations Affairs, Department of State  
Paul W. Meyer, Foreign Service officer, Department of State  
Charles P. Noyes, Adviser on Security Council and General Affairs, U.S. Mission to the United Nations  
C. Hayden Raynor, Special Assistant to the Director, Office of European Affairs, Department of State  
Fraser Wilkins, Foreign Service officer, Department of State

### Executive Officer

Donald C. Blaisdell, Special Assistant to the Director, Office of United Nations Affairs, Department of State

### Assistant

Betty C. Gough, Division of International Organization Affairs, Department of State

### Secretary General

Richard S. Winslow, Secretary General, U.S. Mission to the United Nations

### Deputy Secretary General

Thomas F. Power, Jr., Deputy Secretary General, U.S. Mission to the United Nations

### Information Officer

Porter McKeever, Chief, Office of Public Information, U.S. Mission to the United Nations

### Press Officers

Gilbert Stewart, U.S. Mission to the United Nations  
David Wilson, U.S. Mission to the United Nations

<sup>1</sup> U.N. doc. S/727, Apr. 23, 1948. This Resolution was submitted by the U.S. Delegation and was adopted by the Security Council at its 287th meeting on Apr. 23, 1948. See also BULLETIN of Apr. 18, 1948, p. 515.

## INTERNATIONAL ORGANIZATIONS AND CONFERENCES

### The Ninth Pan American Child Congress

ARTICLE BY KATHARINE F. LENROOT

The Ninth Pan American Child Congress, held at Caracas, Venezuela, January 5-10, 1948, was notable for the care which had entered into preparation of the sessions, for the concrete results made possible by the highly professional work of the technical commissions, and for the emphasis given to cooperation of inter-American and international agencies in matters affecting health, welfare, and education of children and youth.

One hundred and thirty-seven official delegates representing 13 of the American republics attended the Congress. Present also were the Directors of the American International Institute for the Protection of Childhood and of the Pan American Sanitary Bureau. The Pan American Union was represented by an official observer. The International Children's Emergency Fund of the United Nations likewise sent an observer as did the International Union for the Protection of Childhood. Many distinguished men and women from the fields of health, education, and social welfare had been sent to the Congress by some of the Continent's leading professional organizations.

In the absence of Dr. Gregorio Araoz Alfaro of Argentina, the President of the Directing Council of the American International Institute for the Protection of Childhood, the Chairman of the United States Delegation, who is also Vice Chairman of the Institute, addressed the Congress at the inaugural session. A response on behalf of all delegations was delivered by Dr. Roberto Berro of Uruguay, Director of the American International Institute for the Protection of Childhood.

The Congress was divided into four sections, as follows: *section I*—pediatrics and maternal and child health; *section II*—social welfare and legislation; *section III*—education; and *section IV*—inter-American cooperation. Each section carried on its work through a technical commission, and the official delegates were assigned to the various commissions. The individual members—representatives of agencies and professional organizations—attended the meetings of their choice and were given full freedom in discussion. As a result, the individual members were able to make a valuable contribution to the deliberations.

As each technical commission adopted conclusions, these were reported to plenary sessions for approval. Three plenary sessions, exclusive of

the opening and closing sessions, were held. The commission's reports and the report of the resolutions committee, after approval in the plenary sessions, were incorporated in the final act, which was signed at the closing session. A copy of the final act was to be deposited with the Pan American Union and with the American International Institute for the Protection of Childhood and is to be published by the latter organization.

Each country invited to participate in the Congress had been advised by the Venezuelan Organizing Committee that it would be responsible for preparing a paper on one of the official topics in one of the four sections. To Argentina, for example, had been assigned the topic of organization and financing of maternal and child-health services; to Brazil and Bolivia, prevention of tuberculosis in childhood; to a group of Central American countries, symptoms of deficiency disease; all to be studied and discussed in *section I*. To the United States had been assigned the organization of social services for mothers and children; to Chile and Peru, the child under social security; to Uruguay, the care of the dependent child; to Venezuela, the children's code—all included in *section II*. Cuba, Ecuador, Colombia, Mexico, Costa Rica, and Panama shared responsibility for the five topics on the agenda of the section on education. All countries had the privilege of preparing "co-relatos" or joint reports on the major topics, and many of these joint reports were important documents which contributed greatly to the discussions.

Commission I reported on three recommendations. The first, dealing with organization and financing of maternal and child-health services, recognized the need for extension of such services in all American countries and recommended that these services be integrated with local public-health services; that sanitary units, health centers, or rural health stations be set up; that agencies which include health services in their programs (mental hygiene, dental health, nurseries, kindergartens, et cetera) work in close relationship and as a part of the maternal and child-health service; that the work of the generalized public-health nurse be recognized as the best for study and solution of matters affecting the health of mothers and children; that activity in the maternal and child-health field be adapted to available technical and economic resources, preference being given to



#### ACTIVITIES AND DEVELOPMENTS

fundamental work in the field of child care; that maternal and child-health services be financed through participation of federal, state, and local and private contributions, in accordance with the characteristics of each country but with technical direction, centralized under a single command; and that services for care of sick children be closely related to the maternal and child-health service, preferably integrated with the local public-health service.

The second resolution, dealing with deficiency diseases, recommended greater protection of family life through extension of social insurance and family subsidies; creation of nutrition institutes for the study of food values and popular education; mass feeding; training of personnel for nutrition work; measures for increasing food production, reducing the cost of living, avoiding speculation and hoarding, adulteration of food products, and excessive advertising of dietary and food products. The resolution specifically recommended that the topic of child nutrition and diseases due to malnutrition be put on the program of the next Congress.

The third resolution of the Commission dealt with tuberculosis. It urged early discovery and isolation of cases; adoption of a resolution of the Twelfth Pan American Sanitary Conference concerning systematic and periodical mass examination by the Abreu method; intensification of preventive measures, including the raising of living standards, and B.C.G. vaccination in addition to, but not as a substitute for, recognized preventive measures; international cooperation of bacteriologists, physicians, and statisticians with a view to achieving greater uniformity in procedures for reporting, applying, and evaluating results of B.C.G. vaccination; and greater attention to control of bovine tuberculosis than is now given in some American countries.

Because of the great interest in the major topic assigned to the Venezuelan Delegation, namely, the children's code, the Technical Commission on Social Welfare and Legislation divided into two subcommissions, one to deal with this topic and the other with those pertaining to care of dependent children, organization of social services, and the child under social security. As revised by the Technical Commission and approved by the Congress, the code contains 20 separate headings and a brief preamble referring to the desirability of codifying laws relating to the protection of minors and recommending this proposed code to the American countries, subject to adaptation to the constitutional requirement and social and cultural conditions of each country. The full text of the code was included in the final act.

The eight-point recommendation submitted by the United States Delegation as part of its paper

on organization of social services for mothers and children was adopted by the Commission and approved by the Congress. It provides for: (1) recognition of the responsibility of government for child welfare by vesting in an appropriate agency the functions and authority required to initiate and develop social services for families and children; (2) participation by the national government in the financing of such services; (3) efforts to improve general social conditions contributing to the strengthening and conserving of family life (adequate wage levels, housing, good standards of health and education, social insurances, and social services); (4) emphasis on case work or social service to individual cases; development of resources for helping children in their own homes; acceptance of the principle that the primary goals of institutional or foster care for children are those of substituting, for a brief time or longer, for the child's own home; (5) special training in social work, to the greatest extent possible, for persons on the staff of organizations providing social services to families and children; (6) emphasis on coordination among social agencies and on cooperative community planning; (7) responsibility of agencies administering social services for children and families to interpret their work in such a way that the public will understand and support it; (8) cooperation of national agencies responsible for development of social services for families and children with international efforts in behalf of the children of the world.

Inasmuch as the official reports submitted by Chile and Peru on the child under social security contained no specific recommendations, a subcommittee of Technical Commission III was designated to prepare a resolution on this subject. The resolution recommends: (1) that the suggestions and resolutions on social security adopted by the Eighth Pan American Child Congress at Washington and the First Inter-American Congress of Social Security at Santiago, Chile, be reaffirmed; (2) that social-security plans recognize the importance of child care and protection and coordinate their provisions in this respect with the resources and plans of agencies in the field of health, social assistance, labor, and education; and (3) that there be an active interchange of experience and information on plans, programs, methods, and results among the American countries in matters pertaining to social security and child care and protection.

The resolution on the welfare of abandoned or dependent children declares that the modern state should devote the most adequate possible resources to combating the causes of abandonment or dependency. It recognizes the part which social security plays in this connection and strongly recommends that assistance be given dependent

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children in their own homes if possible, in suitable foster homes, or in institutions which can serve as substitutes. Institutions for dependent children should preferably be of the family or semi-family type. Punitive systems should be abolished in such agencies, and each child admitted should be studied individually from the medical, psychological, educational, and social points of view. Governments should likewise stimulate the development of social services with trained personnel as the most effective auxiliary means of diminishing the evils of child abandonment.

Other resolutions recognized the value of psychiatric services for children and the importance of appropriate psychiatric training for doctors, nurses, social workers, and teachers rendering professional services to children in their respective fields.

Technical Commission III reported comprehensive resolutions dealing with education in rural areas, based on official reports from Colombia and Ecuador; on education of the preschool child, based on the official report of Cuba; on progressive education, and on the care and recreation of children outside of school hours. The resolution based on the Cuban report contained an important declaration in favor of the preschool child who was described as "still neglected, pedagogically and socially in many American countries".

Another important declaration of the Congress was the declaration of Caracas on child health. This was the result of a suggestion submitted by Dr. John Long of the Pan American Sanitary Bureau to a meeting of the Governing Council of the American International Institute for the Protection of Childhood, held at Montevideo in April 1947. It had been agreed that Dr. Long and the Institute would prepare drafts for submission to the next Child Congress. The revised version approved by the Congress will be submitted to the Pan American Sanitary Bureau and the Institute for final review and approval before being distributed to all the American countries.

To a greater degree than ever before the Ninth Pan American Child Congress entrusted new responsibilities to the Institute. A Cuban resolution recommended that the Institute, in order to give greater stimulus and publicity to developments in the field of social service, develop a plan for nation-wide competition in each country on the subject of the successful achievements of the country in this field. The winning paper of each country is to be published by the Institute.

A United States resolution expressed the hope that the Institute might obtain sufficient resources to permit it to make a comparative study of the legal bases of child care, especially between countries under systems of civil law and common law, and that the Institute plan the study and be in charge of it, with the assistance of an advisory committee of experts.

A Costa Rican resolution urged the Institute to consider the problem of children who cross national frontiers, on their own initiative or at the instigation of others for reasons contrary to their interests.

The Institute was applauded for the cooperation it had given during the past year in connection with the organization of seminars on social work at Medellín, Colombia, and Montevideo, Uruguay, under the auspices of the United Nations. It was praised for the progress it had made in carrying out resolutions of the Eighth Pan American Child Congress dealing with inter-American cooperation and was directed to consult with the Pan American Union and with inter-American agencies operating in related fields as to the best way of carrying out resolutions and recommendations of the Ninth International Conference of American States relative to inter-American cooperation in matters pertaining to health, education, social services, and social insurance as they affect children. Recognizing the importance of the problem of nutrition and the efforts which international organizations are making to deal with it, both through the United Nations and various inter-American agencies, the Institute was asked to study ways in which the experience of the International Children's Emergency Fund of the United Nations, the Food and Agriculture Organization of the United Nations, and the Pan American Sanitary Bureau can serve to promote efforts to raise the level of child nutrition in the American countries. As for the resolution recommending support of the International Children's Emergency Fund, the Institute was entrusted with the responsibility of sending copies of the resolution to the Fund, to the United Nations, to the Pan American Union, to the American Governments, and to the agencies and press of the Continent.

All of these resolutions of an inter-American and international character, including the declaration of Caracas on child health, were reported to the Congress by Commission IV on Inter-American Cooperation. Others included in this group were a resolution recommending that the Ninth International Conference of American States, at its meeting at Bogotá, recognize the need of giving special attention to the protection of children and youth and the importance of inter-American cooperation in solving problems related to the health, welfare, and education of children and the training of personnel for work in these fields. This resolution also recommended that all American countries adhere to and support the work of the American International Institute for the Protection of Childhood.

In view of the fact that more adequate statistics will be needed to enable the American countries and agencies to carry out many of the resolutions



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of the Congress, a special resolution recommended that the agencies in each country responsible for taking the 1950 census arrange to obtain statistical data which will contribute to a knowledge of the real situation of the child in America. A copy of this resolution was to be sent to the American Statistical Institute for submission to the organizing committee for the 1950 census of the Americas which is scheduled to meet later in the year.

### APPOINTMENT OF U.S. COMMISSIONERS ON THE SOUTH PACIFIC COMMISSION

The Secretary of State announced on April 28 that the President has appointed the United States Commissioners and Alternate Commissioners on the South Pacific Commission. The following persons have been appointed:

Senior Commissioner: Felix Keesing, professor of anthropology at Stanford University and an outstanding authority on the South Pacific  
 Commissioner: Milton Shalleck, lawyer of New York, with a distinguished record in law and government  
 Alternate Commissioner: Karl C. Leebrick, vice president of the University of Hawaii and an expert on Pacific affairs  
 Alternate Commissioner (for the first Commission meeting): Orsen N. Nielsen, American Consul General at Sydney, Australia, and U.S. Representative in the Interim Organization of the South Pacific Commission

The purpose of the South Pacific Commission is to facilitate international cooperation in promoting the social and economic advancement of the dependent peoples of the South Pacific. The Commission, while not an organic part of the United Nations, is expected to develop close relations with the United Nations and its specialized agencies. The South Pacific Commission, like the Caribbean Commission (established in 1942 as the Anglo-American Caribbean Commission), is a pioneer venture in regional cooperation among governments responsible for the administration of dependent areas.

The Governments which will participate in the work of the mission are those of Australia, France, the Netherlands, New Zealand, the United Kingdom, and the United States. By action of the President on January 28, 1948, the agreement establishing the South Pacific Commission was accepted on behalf of the United States Government.<sup>1</sup>

The Commission, assisted by a Research Council and periodical conferences of representatives of the local inhabitants, has a great opportunity to render an important service both to the member governments and to the people in the region.

<sup>1</sup> BULLETIN of Feb. 15, 1948, p. 214.

<sup>2</sup> For article on the Institute, see BULLETIN of Nov. 9, 1947, p. 801.

The first meeting of the South Pacific Commission is scheduled to be convened at Sydney, Australia, on May 11, 1948. The Commission will meet regularly twice each year.

### U.S. DELEGATION DEPARTS FOR CONFERENCE TO ESTABLISH INSTITUTE OF THE HYLEAN AMAZON

[Released to the press April 29]

The Department of State announced on April 29 that a United States Delegation is en route to a Conference for the Establishment of the International Institute of the Hylean Amazon, to be held at Iquitos, Peru, April 30-May 10, 1948.<sup>2</sup> The United States Delegation is as follows:

#### Chairman

Clarence Boonstra, Agricultural Attaché, American Embassy, Lima

#### Delegates

Alan M. Holmberg, cultural anthropologist, representing the Institute of Social Anthropology, Smithsonian Institution  
 Claud L. Horn, Head, Complementary Crops Division, Office of Foreign Agricultural Relations, Department of Agriculture

The Conference has been called by the Director General of the United Nations Educational, Scientific and Cultural Organization (UNESCO) in the name of that Organization and of the Governments of Peru and Brazil. Its purpose is to plan the formal establishment of the International Institute of the Hylean Amazon (named from the word *hyleia* meaning forested area), which is one of the largest undeveloped areas in the world, extending over portions of six South American republics, and French, British, and Dutch Guiana. The Institute would promote the scientific investigation of the region and provide facilities for cooperation in this work. In planning for the Institute, the Conference will: (1) discuss, and if possible, draw up an agreement for the establishment of the Institute; (2) set up an Interim Commission for the Institute which would continue as the directive body until the convention may come into force; and (3) discuss means of finance, particularly for the year 1949.

The First General Conference of UNESCO, held at Paris in 1946, approved a Brazilian proposal that an International Scientific Commission be set up in consultation with Brazil, Colombia, Ecuador, France, the Netherlands, Peru, Venezuela, the United Kingdom, and the United States, to investigate on the spot all aspects of the question of the establishment of an International Hylean Amazon Institute. The International Commission met at Belém (Pará), Brazil, in August 1947, and recommended the establishment of an Insti-



tute. The Commission recommended that the Institute's function should be to promote investigations in the natural and social sciences, and that such studies should be carried out as far as practicable in collaboration with existing scientific organizations and institutions, both national and international. This recommendation was approved by the Second General Conference of UNESCO at Mexico City, November-December 1947.

Invitations to attend the forthcoming meeting have been sent to all member governments of UNESCO and interested international organizations.

Although the United States Government does not plan to become a dues-paying member of the Institute, it has assisted in the development of this project through its contributions to UNESCO. UNESCO has made a small appropriation this year to provide for a preliminary survey by six scientists of the work which the Institute might undertake. American scientific institutions and agencies have long taken an active part in the scientific exploration of the area and are expected to follow with interest the work of the Institute.

#### U.S. DELEGATION TO INTERNATIONAL TELEGRAPH CONSULTATIVE COMMITTEE OF ITU

The Department of State has announced the composition of the United States Delegation to the Sixth Plenary Meeting of the International Telegraph Consultative Committee of the International Telecommunication Union which is scheduled to be held at Brussels, Belgium, May 10-29, 1948. The United States Delegation is as follows:

##### Chairman

Trevanion H. E. Nesbitt, Assistant Chief, Telecommunications Division, Department of State

##### Vice Chairman

William J. Norfleet, Chief Accountant, Federal Communications Commission

##### Advisers

Harold J. Cohen, Assistant General Counsel, Federal Communications Commission

Harvey B. Otterman, Assistant Chief, Telecommunications Division, Department of State

John N. Plakias, First Secretary and Consul, American Embassy, Paris

Alva G. Simson, Consultant, Communications Liaison Branch, Office of Chief Signal Officer, Department of the Army

Marion H. Woodward, Assistant Chief Engineer, Federal Communications Commission

##### Assistant to the Chairman

William E. O'Connor, Divisional Assistant, Telecommunications Division, Department of State

##### Industry Advisers

AMERICAN CABLE & RADIO CORPORATION SYSTEM COMPANIES

May 9, 1948

Morgan Heiskell, European Representative, Paris

##### MACKAY RADIO AND TELEGRAPH COMPANY

Leroy F. Spangenberg, Vice President, New York, N. Y.

##### RCA COMMUNICATIONS, INC.

Glen McDaniels, Vice President and General Attorney, New York, N. Y.

John H. Muller, Assistant to Executive Vice President, New York, N. Y.

##### WESTERN UNION TELEGRAPH COMPANY

K. Bruce Mitchell, Director, International Communications, New York, N. Y.

Marion M. Newcomer, Manager, Western Union Telegraph Company in Germany, Frankfurt

The Sixth Meeting of the Committee has been called jointly by the International Telecommunication Union and the Government of Belgium to study technical questions relating to telegraphy and to formulate recommendations for the solution of these problems.

Invitations to attend the forthcoming meeting have been sent to member governments of the International Telecommunication Union and to private companies and international organizations interested in the subject matter.

#### U.S. DELEGATION TO INTERNATIONAL TIN STUDY GROUP

[Released to the press April 16]

The United States acted as host to the Second Meeting of the International Tin Study Group, which convened April 19-23, 1948, in Washington. The address of welcome was delivered by Willard L. Thorp, Assistant Secretary of State.

The Tin Study Group is composed of 14 members which have primary interest in the production or consumption of tin. The Group maintains a permanent secretariat with headquarters at The Hague.

The United States Delegation is headed by Donald D. Kennedy, Chief, Division of International Resources, Department of State, assisted by the following:

##### Advisers

George Jewett, Associate Director, Office of Metals Reserve, Reconstruction Finance Corporation

Erwin Vogelsang, Chief, Tin and Antimony Section, Metals Division, Department of Commerce

Carl N. Gibboney, International Commodity Arrangements Adviser, Department of Commerce

Charles Merrill, Chief, Metal Economics Branch, Bureau of Mines, Department of the Interior

Fred Bartlett, U.S. Embassy, London

Carl Ilgenfritz, Vice President, United States Steel Corporation

##### Secretary

Virginia D. Karchere, Division of International Resources, Department of State

## THE RECORD OF THE WEEK

### Treaty of Economic, Social and Cultural Collaboration and Collective Self-Defence<sup>1</sup>

BETWEEN GREAT BRITAIN AND NORTHERN IRELAND, BELGIUM, FRANCE,  
LUXEMBOURG, AND THE NETHERLANDS

Brussels, 17th March, 1948

His Royal Highness the Prince Regent of Belgium, the President of the French Republic, President of the French Union, Her Royal Highness the Grand Duchess of Luxembourg, Her Majesty the Queen of the Netherlands and His Majesty The King of Great Britain, Ireland and the British Dominions beyond the Seas,

Resolved

To reaffirm their faith in fundamental human rights, in the dignity and worth of the human person and in the other ideals proclaimed in the Charter of the United Nations;

To fortify and preserve the principles of democracy, personal freedom and political liberty, the constitutional traditions and the rule of law, which are their common heritage;

To strengthen, with these aims in view, the economic, social and cultural ties by which they are already united;

To co-operate loyally and to co-ordinate their efforts to create in Western Europe a firm basis for European economic recovery;

To afford assistance to each other, in accordance with the Charter of the United Nations, in maintaining international peace and security and in resisting any policy of aggression;

To take such steps as may be held to be necessary in the event of a renewal by Germany of a policy of aggression;

To associate progressively in the pursuance of these aims other States inspired by the same ideals and animated by the like determination;

Desiring for these purposes to conclude a treaty for collaboration in economic, social and cultural matters and for collective self-defence;

Have appointed as their Plenipotentiaries:

His Royal Highness the Prince Regent of Belgium

His Excellency Mr. Paul-Henri Spaak, Prime Minister, Minister of Foreign Affairs, and

His Excellency Mr. Gaston Eyskens, Minister of Finance,

The President of the French Republic, President of the French Union

His Excellency Mr. Georges Bidault, Minister of Foreign Affairs, and

His Excellency Mr. Jean de Hauteclocque, Ambassador Extraordinary and Plenipotentiary of the French Republic in Brussels,

Her Royal Highness the Grand Duchess of Luxembourg

His Excellency Mr. Joseph Bech, Minister of Foreign Affairs, and

His Excellency Mr. Robert Als, Envoy Extraordinary and Minister Plenipotentiary of Luxembourg in Brussels,

Her Majesty the Queen of the Netherlands

His Excellency Baron C. G. W. H. van Boetzelaer van Oosterhout, Minister of Foreign Affairs, and

His Excellency Baron Binnert Philip van Harinxma thoe Slooten, Ambassador Extraordinary and Plenipotentiary of the Netherlands in Brussels,

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas for the United Kingdom of Great Britain and Northern Ireland

The Right Honourable Ernest Bevin, Member of Parliament, Principal Secretary of State for Foreign Affairs, and

His Excellency Sir George William Rendel, K.C.M.G., Ambassador Extraordinary and Plenipotentiary of His Britannic Majesty in Brussels,

who, having exhibited their full powers found in good and due form, have agreed as follows:

#### ARTICLE I

Convinced of the close community of their interests and of the necessity of uniting in order to

Department of State Bulletin

<sup>1</sup> Great Britain. Cmd. 7367. Miscellaneous No. 2 (1948).

promote the economic recovery of Europe, the High Contracting Parties will so organize and co-ordinate their economic activities as to produce the best possible results, by the elimination of conflict in their economic policies, the co-ordination of production and the development of commercial exchanges.

The co-operation provided for in the preceding paragraph, which will be effected through the Consultative Council referred to in Article VII as well as through other bodies, shall not involve any duplication of, or prejudice to, the work of other economic organizations in which the High Contracting Parties are or may be represented but shall on the contrary assist the work of those organizations.

#### ARTICLE II

The High Contracting Parties will make every effort in common, both by direct consultation and in specialized agencies, to promote the attainment of a higher standard of living by their peoples and to develop on corresponding lines the social and other related services of their countries.

The High Contracting Parties will consult with the object of achieving the earliest possible application of recommendations of immediate practical interest, relating to social matters, adopted with their approval in the specialized agencies.

They will endeavour to conclude as soon as possible conventions with each other in the sphere of social security.

#### ARTICLE III

The High Contracting Parties will make every effort in common to lead their peoples towards a better understanding of the principles which form the basis of their common civilization and to promote cultural exchanges by conventions between themselves or by other means.

#### ARTICLE IV

If any of the High Contracting Parties should be the object of an armed attack in Europe, the other High Contracting Parties will, in accordance with the provisions of Article 51 of the Charter of the United Nations, afford the party so attacked all the military and other aid and assistance in their power.

#### ARTICLE V

All measures taken as a result of the preceding Article shall be immediately reported to the Security Council. They shall be terminated as soon as the Security Council has taken the measures necessary to maintain or restore international peace and Security.

The present Treaty does not prejudice in any way the obligations of the High Contracting Parties under the provisions of the Charter of the United Nations. It shall not be interpreted as

affecting in any way the authority and responsibility of the Security Council under the Charter to take at any time such action as it deems necessary in order to maintain or restore international peace and security.

#### ARTICLE VI

The High Contracting Parties declare, each so far as he is concerned, that none of the international engagements now in force between him and any other of the High Contracting Parties or any third State is in conflict with the provisions of the present Treaty.

None of the High Contracting Parties will conclude any alliance or participate in any coalition directed against any other of the High Contracting Parties.

#### ARTICLE VII

For the purpose of consulting together on all the questions dealt with in the present Treaty, the High Contracting Parties will create a Consultative Council, which shall be so organized as to be able to exercise its functions continuously. The Council shall meet at such times as it shall deem fit.

At the request of any of the High Contracting Parties, the Council shall be immediately convened in order to permit the High Contracting Parties to consult with regard to any situation which may constitute a threat to peace, in whatever area this threat should arise; with regard to the attitude to be adopted and the steps to be taken in case of a renewal by Germany of an aggressive policy; or with regard to any situation constituting a danger to economic stability.

#### ARTICLE VIII

In pursuance of their determination to settle disputes only by peaceful means, the High Contracting Parties will apply to disputes between themselves the following provisions:

The High Contracting Parties will, while the present Treaty remains in force, settle all disputes falling within the scope of Article 36, paragraph 2, of the Statute of the International Court of Justice by referring them to the Court, subject only, in the case of each of them, to any reservation already made by that Party when accepting this clause for compulsory jurisdiction to the extent that that Party may maintain the reservation.

In addition, the High Contracting Parties will submit to conciliation all disputes outside the scope of Article 36, paragraph 2, of the Statute of the International Court of Justice.

In the case of a mixed dispute involving both questions for which conciliation is appropriate and other questions for which judicial settlement is appropriate, any Party to the dispute shall have the right to insist that the judicial settlement of the legal questions shall precede conciliation.



The preceding provisions of this Article in no way affect the application of relevant provisions or agreements prescribing some other method of pacific settlement.

#### ARTICLE IX

The High Contracting Parties may, by agreement, invite any other State to accede to the present Treaty on conditions to be agreed between them and the State so invited.

Any State so invited may become a Party to the Treaty by depositing an instrument of accession with the Belgian Government.

The Belgian Government will inform each of the High Contracting Parties of the deposit of each instrument of accession.

#### ARTICLE X

The present Treaty shall be ratified and the instruments of ratification shall be deposited as soon as possible with the Belgian Government.

It shall enter into force on the date of the deposit of the last instrument of ratification and shall thereafter remain in force for fifty years.

After the expiry of the period of fifty years, each of the High Contracting Parties shall have the right to cease to be a party thereto provided that he shall have previously given one year's notice of denunciation to the Belgian Government.

The Belgian Government shall inform the Governments of the other High Contracting

Parties of the deposit of each instrument of ratification and of each notice of denunciation.

In witness whereof, the above-mentioned Plenipotentiaries have signed the present Treaty and have affixed thereto their seals.

Done at Brussels, this seventeenth day of March 1948, in English and French, each text being equally authentic, in a single copy which shall remain deposited in the archives of the Belgian Government and of which certified copies shall be transmitted by that Government to each of the other signatories.

For Belgium:

(L. S.) P. H. SPAAK.

(L. S.) GASTON EYSKENS.

For France:

(L. S.) G. BIDAULT.

(L. S.) J. DE HAUTECLOCQUE.

For Luxembourg:

(L. S.) JOSEPH BECH.

(L. S.) ROBERT ALS.

For the Netherlands:

(L. S.) W. VAN BOETZELAER.

(L. S.) VAN HARINXMA THOE SLOOTEN.

For the United Kingdom of Great Britain and Northern Ireland:

(L. S.) ERNEST BEVIN.

(L. S.) GEORGE RENDEL.

### COMMUNIQUÉ ON FIRST MEETING OF THE PERMANENT CONSULTATIVE COUNCIL<sup>1</sup>

*The French Foreign Office published the following communiqué on the meeting of signatories to the Brussels treaty*

*April 18, 1948*

The five Foreign Ministers of the signatory powers of the treaty of Brussels meeting Paris April 17, 1948 in consultative council according to Article 7 agreed on the following provisions to insure application of accord of March 17:

1. The permanent consultative council is composed of the five Ministers of Foreign Affairs. The council will meet in each of the capitals of the signatory states in turn each time that such a meeting appears necessary and at least once every three months.

2. The permanent organ of the council will be constituted by diplomatic representatives in London of Belgium, France, Luxembourg, Netherlands and designated representative of the British Government. It will be assisted by a secretariat. It will meet at least once a month.

<sup>1</sup> Printed from telegraphic text.

3. The security problems covered by the pact normally come within the responsibility of the qualified ministers of the different countries who will meet in London to discuss them each time that will become necessary. In order to follow these same questions a permanent military committee will be constituted in London under the authority of the council and under the control of the political representatives named in paragraph two.

4. As regards economic, social and cultural questions the council will decide on a periodic meeting of competent ministers and experts in a designated place. In order to follow the work undertaken in the course of these meetings the council will decide on the constitution of special committees appointed for this purpose.

5. All the committees mentioned above are to report to the consultative council. The five Ministers of Foreign Affairs also decided that the first meeting of the permanent organ will take place April 24 next.

## The Importance of Imports

BY WILLARD L. THORP<sup>1</sup>

Assistant Secretary for Economic Affairs

In 1947 the foreign trade among the countries of the world exceeded the prewar levels. The statistical records are incomplete and inadequate, but the estimates made by the Department of Commerce on the basis of available information indicate that world exports in 1947, and therefore world imports in 1947 as well, ran more than twice the total for 1938 in dollar terms. These figures, of course, are affected greatly by the rise in prices everywhere. It is perhaps more meaningful that estimates, which are corrected so far as possible for price change, indicate that the physical volume of goods moving into international trade channels in 1947 was slightly more than in 1938. In other words the physical flow of commodities across national boundaries is back to the prewar level.

These aggregate figures tend to conceal the extraordinary changes in the world trade pattern between the prewar and the postwar periods. In 1938 nearly one half of the goods exported started in European countries, and the Far East was a substantial exporter of raw materials. Germany contributed about 10 percent of world exports and Japan 3.6 percent.

Today the pattern is completely different with the greatest change being that of the position of the United States in international commerce. American exports are primarily responsible for the fact that global trade in 1947 in actual physical quantities reached prewar levels, despite the great gap left by the low level of shipments from any other less fortunate areas. In 1938 the United States supplied 14 percent of the products moving in world commerce. The figure for 1946 is estimated by the Department of Commerce to be 31.1 percent and to have reached 34.6 percent in the first half of 1947. In other words about one third of all commodities moving in foreign trade in the postwar pattern are exports from the United States.

Despite the greatly increased demand for goods and materials by our industries and our consumers resulting from the high level of economic activity here, the world as a whole has been unable to supply to us a volume of goods much larger than in prewar years. Goods coming to the United States are estimated by the Department of Commerce at 8.2 percent of the world trade in 1938 and 11.4 percent in the first half of 1947. Thus, measured in world trade, where total exports must equal total imports, the United States share in exports is

nearly 35 percent and in imports, about 11 percent. For most other countries, the figures are in reverse order of magnitude. Thus, in very brief summary, is pictured the world disequilibrium of today.

Never have our own exports and imports been so seriously out of balance. Never before have American products been needed so badly, yet never has the means with which to purchase them been so inadequate. Largely through the medium of the extension of grants, credits, and the liquidation of foreign gold reserves and dollar assets, American goods have moved in this great quantity but the present pattern, necessary as it is for immediate economic progress, cannot be long maintained. To be sure, the gap between commodity exports and imports is never identical with the financial elements in the balance of payments. However, in the long run, the invisible items cannot possibly begin to meet an unbalanced situation such as the present. In fact, our position as a creditor nation, a state which is steadily becoming greater as we extend more and more credit and as foreign assets in the United States are liquidated, points increasingly to the necessity of bringing commodity exports and imports more nearly into line. Our American foreign policy must be based on these fundamental economic facts.

The European Recovery Program has been discussed largely in terms of the extent to which exports to western Europe from the Western Hemisphere are necessary for the economic operation and recovery of these war-devastated areas. However, the fundamental economic objective of the European Recovery Program is the reestablishment of the ability of European countries to support themselves without outside assistance. The fact is that Europe, and particularly western Europe, is a workshop and must import materials and export finished goods in order to live. The report of the Committee on European Economic Co-operation recorded last summer the intention of the member countries to increase their exports to the United States in the course of the next four years from an estimated 848 million dollars in 1948-49 to 1,484 million dollars in 1951-52. Greater increases were planned for other areas of the world so as to reestablish the prewar pattern which made it possible for Europe to live. The

<sup>1</sup> Address made before the National Council of American Importers in New York City on Apr. 22, 1948, and released to the press on the same date.



estimates for European exports to the United States which have been presented to the appropriations committees by the Executive branch of the Government are somewhat higher, namely 1,587 million dollars for 1948-49 (measured at July 1, 1947, prices). The comparable figure for 1947 was 1,279 million dollars and the target for 1951-52, a most uncertain estimate of course, is 2,759 million dollars. These new figures are on a different basis from the CEEC estimates, since they include western Germany as well as substantial quantities of raw materials such as rubber and tin from colonies and dependencies of the 16 countries.

European exports to the United States are of particular importance at the moment because payments are made in dollars, which may be used anywhere in the world as needed. Europe used to export more substantially to other parts of the world, which in turn frequently earned their capacity to pay Europe in dollars by exporting to the United States in greater volume than they imported from us. Europe also had a substantial invisible income from these other sources. However, the non-European countries which used to transfer dollars to Europe in such quantities are now also in trouble with respect to trade with the United States, i.e., they also have import surpluses, and are unable to do an adequate job of financing even their own dollar needs. Hence, they are reluctant to pay Europe in dollars or other convertible currency. The salvation of European countries in terms of self-support cannot immediately be achieved by means of exports to non-European areas outside the United States. However, one of the more hopeful aspects of the situation is the expectation that the deficit between the European countries and countries outside the Western Hemisphere will change to a surplus after about two years, and the triangular process of balancing payments can be gradually resumed.

It therefore becomes clear that importing by the United States of increased quantities of goods from Europe is one step which can assist the Europeans in achieving their recovery objectives. It is equally clear that American imports from other parts of the world which trade with Europe are of similar consequence in terms of European recovery. In a general economic sense, as we increase our imports from any part of the world, we make it more possible for other countries to recover their equilibrium and to make further progress.

This is the determinant of our immediate and short-run foreign economic policy. Our imbalance of trade is so great that we must finance the deficit, not to keep ourselves going, but to enable other countries to obtain absolute necessities for their consumers and their recovery. Our objective should be not to get accustomed to this sort of arrangement ourselves, nor allow our friends abroad to get accustomed to it. It is

possible for us to give this assistance temporarily because of the rich and varied nature of our economy, but it is not a sound policy to allow such a procedure to continue for any longer than is absolutely necessary. We must think always in terms of getting other nations on their feet and never in terms of long-continued subsidies to them. The most positive way in which we can act is by importing their goods. We can use the goods to make a richer and more comfortable life for ourselves as consumers, and we can use their raw materials and fuels to replenish our strength, which was to some extent depleted during the war. If we are to act in accord with our position as a creditor nation, this must come about.

There are other types of imports in the field of services, the so-called invisibles. Europe used to gain a substantial part of its foreign trade income from such invisibles, and the losses in this category have contributed heavily to the present great deficit of European payments. Income from investments have had to be sacrificed. Merchant fleets have been sharply reduced, and now indeed one of the large items of dollar payments which European countries must make is that of ocean freight for the use of ships which we own, and for which we charge freight in dollars. Other invisibles which are important are banking and insurance services, and tourism. In at least some of these categories, the European countries have hopes of restoring them to a substantial extent. Therefore, when we talk about imports we must bear in mind that we should include in this concept the invisible items which can do much to rectify the imbalance of trade.

Accepting then the economic significance of imports as contributing to economic and political stability abroad, and to achieving the objective of the European Recovery Program, we may well examine what it is that keeps these imports at a low level at the present time—not particularly low in terms of the level of imports into the United States at some time in the past, but low in terms of our present level of economic activity and our present export flood. Certain of these limitations are matters which must be dealt with by the European countries themselves. In the first place, countries afflicted by the war have not fully restored their productivity. They lack raw materials and fuel, and they sometimes lack labor. When they do restore their productive capacity, frequently the needs of their domestic economies for reconstruction are so great that they must first allocate the goods produced to satisfy this requirement. Another factor which has reduced the availability of European export goods has been the growth of population, including the millions of refugees and displaced persons now in western Europe. This population increase means that European productivity must be higher than it was



prior to the war, if prewar standards of living are to be reestablished, and if Europe is to become self-supporting. The result of all these factors is that goods which should be available for export to us and to other countries are delayed in appearing on the world market.

Another reason for the lack of availability of goods for export from Europe is the difficulty which many European countries have been experiencing with respect to their currencies. High price levels, creeping or racing inflation, and black market operations mean hoarded commodities, lowered productivity, and the over-pricing of goods, particularly in relation to export markets. For example, traditional French exports to the United States were offered at such high prices during 1947 that, in most instances, they were priced out of the market. The devaluation of the franc is, of course, a major step in the direction of correcting this tendency. The European countries have pledged themselves "to apply all necessary measures leading to the rapid achievement of internal financial monetary and economic stability." Their report summarizes their attitude as follows: "In general terms, the restoration of a healthy economic and monetary situation with appropriate rates of exchange will stimulate production and exports and open new possibilities of foreign investment and commercial credits." As their recovery progresses, these difficulties should tend to be overcome.

At the moment, much of the world's trade moves in terms of quotas and exchange controls. Bilateral arrangements and shipments on the basis of grant or credit tend to be determined without much reference to monetary machinery, except as a method of record-keeping. But in more normal operations, foreign exchange rates are a most important balancing factor. The price level in each country is translated into the price levels of other countries through the foreign exchange mechanism. Depending upon the relative position of the price levels and the rate of exchange, goods will be encouraged to flow in one direction or the other. At the present moment, this dynamic force is not operating with any real effectiveness. American prices should be high relative to those in every other country when translated through the exchange rates, to retard our exports and encourage imports to this country. But present rates in most countries are arbitrarily fixed and quite unrelated to the relative price-level ratio. The beneficial effects which foreign exchange rates can exert are not present. This is one of the problems calling for early action as an integral part in an effective program for wide-spread economic recovery.

Nor can we disregard the fact that, if we are to import, we must make the path easier by reducing direct government interference with trade as much

as possible. High tariffs are inconsistent with our position as a creditor nation. We have made significant progress along this line since the enactment of the reciprocal trade agreements act in 1934. The most recent major step in this direction was, of course, the signature of the general agreement on tariffs and trade at Geneva in 1947, with the consequent duty reductions which were put into effect on January 1 of this year. The charter recently initialed in Geneva provides the long-run program for permitting the expansion of trade by the reduction of trade barriers.

But all these conditions of which I have been speaking are not enough to meet the problem. Goods do not move of their own accord. The American importer is the hero in the piece. Traditionally, our major efforts in foreign trade have been oriented in the direction of our exports, and too little attention has been directed toward increasing our purchases from other countries. The well-known American skill in salesmanship must be brought into play to show the American people the desirability of acquiring goods from abroad. Many products of European countries are highly desirable for consumers in the United States. There is great importance in the possibilities of increased imports of raw materials and industrial goods from European countries and their dependencies. The future health of our foreign trade, as well as our ability to benefit from our creditor position, depends primarily upon our imports and our importers.

It is true that foreign goods in various lines compete with our own products, but our system is one which has always believed that competition is the life of trade, and it is clear that if we do not buy other people's exports, they will not be able to buy ours. The European Recovery Program has been called a calculated risk, and the United States has accepted this risk as a major feature of foreign policy. To the extent that we buy goods produced by other countries in increasing quantities, so that we enable other countries to gain in their ability to support themselves, we reduce the element of risk in our foreign economic operations. Nor is it enough to call it a reduction of risk. It is also the path to the expansion of trade with the concurrent promise of rising standards of living both at home and abroad.

#### Address on Reciprocal Trade Agreements

On April 16 Winthrop G. Brown, Acting Director, Office of International Trade Policy, Department of State, made an address on reciprocal trade agreements and their effects on imports before the Import Session of the Third Mississippi Valley World Trade Conference in New Orleans; for the text of this address, see Department of State press release 293 of April 16, 1948.

## International Wheat Agreement Transmitted to the Senate

### MESSAGE OF THE PRESIDENT TO THE SENATE

*To the Senate of the United States:*

With a view to receiving the advice and consent of the Senate to ratification, I transmit herewith, in certified form, the International Wheat Agreement,<sup>1</sup> in the English and French languages, which was open for signature in Washington from March 6, 1948 until April 1, 1948 and was signed, during that period, by representatives of this Government and the governments of 35 other countries.

The purpose of the Agreement, described in greater detail in the enclosed report of the Secretary of State and letter from the Acting Secretary

of Agriculture, is to provide supplies of wheat to importing countries and to assure markets to exporting countries at equitable and stable prices.

In view of the fact that the Agreement requires formal acceptance by the signatory governments by July 1, 1948, I urge that the Senate give the Agreement the earliest possible consideration.

HARRY S. TRUMAN

THE WHITE HOUSE,  
April 30, 1948.

(Enclosures: (1) Report by the Secretary of State; (2) Letter from the Acting Secretary of Agriculture.)

### REPORT OF THE SECRETARY OF STATE

*April 29, 1948*

#### THE PRESIDENT:

The undersigned, the Secretary of State, has the honor to lay before the President, with a view to its transmission to the Senate to receive the advice and consent of that body to ratification, if his judgment approve thereof, a certified copy of the International Wheat Agreement which was open for signature in Washington from March 6, 1948 until April 1, 1948 and was signed, during that period, by representatives of the Government of the United States of America and representatives of the Governments of 35 other countries.

The Agreement is the result of approximately fifteen years of negotiation in an effort to conclude an agreement providing a framework within which there might be stabilized the greatest possible portion of the international wheat trade. Negotiations reached a successful conclusion at the Special Session of the International Wheat Council held in Washington from January 28, 1948 until March 6, 1948.

The objectives of the Agreement, as set forth in Article I thereof, are "to assure supplies of wheat to importing countries and to assure markets to exporting countries at equitable and stable prices." In general the Agreement is in the nature of a multilateral contract requiring member exporting countries to supply designated quantities of wheat to member importing countries, when requested to do so by those importing countries, at the maxi-

imum prices established in the Agreement and, conversely, requiring member importing countries to purchase designated quantities of wheat from member exporting countries, when requested to do so by those exporting countries, at the minimum prices established in the Agreement. The market which the Agreement assures to United States producers of wheat should eliminate to a great extent the serious disadvantages to those producers which are the result of bilateral contracts between other exporting countries and certain of the importing countries signatory to the Agreement. The number and coverage of such bilateral contracts, moreover, undoubtedly would have been increased if the Agreement had not been negotiated.

It is believed that in addition to assuring markets, at guaranteed prices, to exporting countries for a substantial portion of the exportable wheat production of those countries, thus encouraging the maintenance of production during the current cereals shortage, the Agreement will have the effect, by assuring importing countries of designated quantities of wheat at specified prices, of encouraging those countries whose cost of wheat production is relatively high to meet a larger part of their requirements with imported wheat and, accordingly, to plan their agricultural production with a view to increased diversification of crops and employment of land resources to greater advantage.

The Agreement, in accordance with the provisions of Article XXII thereof, is to remain in force for a five-year period. Provision is made in

<sup>1</sup> See *Documents and State Papers*, May 1948, pp. 102-111.

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Article XXII for recommendations by the International Wheat Council with respect to renewal of the Agreement upon the expiration of the five-year period.

The more important substantive provisions of the Agreement are contained in Articles I to IX, inclusive. Articles X to XXII, inclusive, deal with administrative and procedural matters. The Agreement is explained in greater detail in the enclosed article-by-article summary. Also transmitted herewith is a letter from the Acting Secretary of Agriculture which sets forth the views of the Department of Agriculture with respect to the Agreement.

In the course of the negotiation it was found necessary, in order that the Agreement might be

in effect during the next wheat-marketing year, to provide, in Article XX, that instruments of acceptance of the Agreement be deposited no later than July 1, 1948 by all Governments except those of importing countries which are prevented by a recess of their respective legislatures from accepting the Agreement by that date. In order to bring the Agreement into force on the part of the United States it is necessary, therefore, that the United States instrument of acceptance be deposited by July 1, 1948. Accordingly it is recommended that the Senate be requested to give consideration to the Agreement at the earliest opportunity.

Respectfully submitted,

G. C. MARSHALL

### INTERNATIONAL WHEAT AGREEMENT

#### Summary of Principal Provisions

Article I sets forth the objectives of the Agreement, i.e. the assurance of wheat supplies to importing countries and wheat markets to exporting countries at equitable and stable prices.

Article II relates to the rights and obligations of importing and exporting countries and establishes, in Annexes I and II, respectively, the purchases which each contracting importing country, and the sales which each contracting exporting country, guarantees to make.

Article III provides that the contracting countries shall supply to the International Wheat Council, established by Article XI, with respect to imports and purchases for import, and exports and sales for export, of wheat, the information which is necessary for the maintenance by the Council of records required in the administration of the Agreement.

Article IV, relating to enforcement of rights, establishes the procedure to be followed by the contracting countries in requesting fulfillment of obligations, namely, that any importing country which at any time finds difficulty in making its guaranteed purchases at the maximum price may, through the Council, call upon the exporting countries to supply wheat at the maximum price up to the amount that the exporting countries have guaranteed to supply the importing country in question and that any exporting country which at any time finds difficulty in making its guaranteed sales at the minimum price may, through the Council, call upon the importing countries to purchase wheat at the minimum price up to the amount that the importing countries have guaranteed to purchase from the exporting country in question.

Article V, concerning adjustment of obligations,

provides for the reporting to the Council by a country which fears that it may be prevented by circumstances from fulfilling its obligations under the Agreement; for a finding by the Council as to whether that country's representations in this connection are well-founded; and, if so, for an adjustment in the obligations in question, through the voluntary assumption of those obligations by other contracting countries, if this is possible, and, if it is not, through a reduction by the Council, on a pro rata basis, of the quantities in the appropriate annex to Article II.

Article VI establishes the following minimum and maximum prices for the duration of the Agreement for no. 1 Manitoba Northern wheat in store at Fort William or Port Arthur:

	Minimum	Maximum
1948/49 . . . . .	\$1.50	\$2.00
1949/50 . . . . .	1.40	2.00
1950/51 . . . . .	1.30	2.00
1951/52 . . . . .	1.20	2.00
1952/53 . . . . .	1.10	2.00

The Article provides further that during the last three years of the five-year period during which the Agreement is to remain in force the price range may be narrowed, within the minimum and maximum limits, by the Council by a two-thirds majority of the votes held by the exporting and importing countries voting separately.

There are established in Article VI formulas for determining the price equivalents for no. 1 Manitoba Northern wheat in store in Vancouver, f. a. q. wheat f. o. b. Australia, no. 1 Hard Winter wheat f. o. b. Gulf/Atlantic ports of the United States, and no. 1 Soft White/no. 1 Hard Winter wheat f. o. b. Pacific ports of the United States. Article VI provides also that the Executive Committee, in consultation with the Standing Technical Advisory Committee on Price Equivalents, estab-



lished by Article XV, may determine the price equivalents for other descriptions of wheat.

Article VII authorizes the Council, upon request by a member country, to use its good offices in facilitating transactions in wheat in amounts in addition to those provided for elsewhere in the Agreement.

Article VIII authorizes any exporting country to export wheat at special prices for use in nutritional programs that are approved by the Food and Agriculture Organization, provided the wheat is exported under conditions that are approved by the Council, it being understood that the Council will not give its approval unless it is satisfied that the full commercial demand of the importing countries will be met throughout the period in question at not more than the minimum price.

Article IX provides that the minimum stock-holdings of the exporting countries shall be as follows, subject to the proviso that stocks may be permitted to fall below these figures if the Council decides that this is necessary in order to provide the quantity of wheat needed to meet either the domestic requirements of the exporting countries or the import requirements of the importing countries:

Australia . . .	25 millions of bushels (excluding farm stocks).
Canada . . .	70 millions of bushels (excluding farm stocks).
United States .	170 millions of bushels (including farm stocks).

This Article further places an obligation upon exporting and importing countries to operate price-stabilization reserves up to 10 percent of their guaranteed export and import quantities, respectively.

Article X sets forth the areas to which the Agreement applies with respect to each contracting country.

Article XI establishes an International Wheat Council, provides that each contracting government shall be a member thereof, and makes provision for such administrative matters as frequency of meetings, election of officers, and rules of procedure.

Article XII provides for the distribution among importing and exporting countries of votes in the Council on the basis of the quantities of wheat which those countries have guaranteed to purchase or sell under the Agreement.

Article XIII requires the Council to perform the duties assigned to it under the Agreement and confers on the Council such powers in addition to those expressly conferred upon it as may be necessary to achieve its effective operation and to realize its objectives. Article XIII provides also for the settlement by the Council of any dispute arising out of the interpretation of the Agreement or regarding an alleged breach of its provisions.

Article XIV requires the Council to elect annually an Executive Committee which is to be responsible to and work under its general direction and on which representatives of the exporting and importing countries, respectively, shall have the same number of votes.

Article XV requires the Council to establish a Standing Technical Advisory Committee on Price Equivalents to advise the Council or the Executive Committee regarding the establishment or revision of price equivalents.

Article XVI provides that expenses necessary for the administration of the Agreement (except those incident to national representation on the Council, the Executive Committee, and the Standing Technical Advisory Committee on Price Equivalents) shall be met by annual contributions by contracting governments, such contributions to be proportionate to the number of votes held by those governments.

Article XVII provides that the Agreement shall prevail over any provisions inconsistent therewith which may be contained in any other agreement previously concluded between any of the contracting governments, provided that any two contracting governments which may be parties to an agreement, entered into before March 1, 1947, for the purchase and sale of wheat, shall supply full particulars of transactions under such agreement so that the quantities, irrespective of prices involved, may be recorded by the Council and be counted toward the fulfillment of obligations of importing and exporting countries.

Article XVIII requires the Council to make whatever arrangements are required to ensure co-operation with the appropriate organs of the United Nations and its specialized agencies.

Article XIX defines the words and expressions which are used in the Agreement in a technical or specialized sense.

Article XX provides that the Agreement shall remain open for signature until April 1, 1948; that it shall be subject to formal acceptance by the signatory governments; and that Articles X to XXII, inclusive, shall come into force on July 1, 1948 and Articles I to IX, inclusive, shall come into force on August 1, 1948, between the governments which have deposited their instruments of acceptance by July 1, 1948, provided that any such government may, at the opening of the first session of the Council, which is to be convened in Washington early in July 1948, effect its withdrawal by notification to the Government of the United States of America if in the opinion of such government the guaranteed purchases or guaranteed sales of the countries whose governments have formally accepted the Agreement are insufficient to ensure its successful operation.

Article XXI provides that any government may accede to the Agreement by unanimous vote of the

Council and upon such conditions as the Council may lay down.

Article XXII provides that the Agreement shall remain in force until July 31, 1953; that the Council, not later than July 31, 1952, shall communicate to the contracting governments its recommendations regarding renewal of the Agreement; that the Council may recommend an amendment to the Agreement by a simple majority of the votes held by the exporting countries and by a simple majority of the votes held by the importing countries; that such an amendment shall become

effective upon its acceptance by importing countries which hold a simple majority of the votes of the importing countries (including the Government of the United Kingdom) and by acceptance by the Governments of Australia, Canada, and the United States; that any government not accepting the amendment may withdraw from the Agreement at the end of the current crop year; and that any contracting government which considers its national security endangered by the outbreak of hostilities may withdraw from the Agreement upon the expiry of 30 days' written notice to the Council.

#### LETTER FROM THE ACTING SECRETARY OF AGRICULTURE TO THE SECRETARY OF STATE

*April 22, 1948*

DEAR MR. SECRETARY:

The proposed International Wheat Agreement, which you plan to submit to the Senate for approval, is of far-reaching significance to our national economy. It is a unique document—combining the advantages of a commercial contract and of a multilateral agreement between governments. As such, it provides a concrete, practical approach not only to international economic cooperation, but also to the achievement of our long-range domestic agricultural policy. It is with the mutual interests of both the Departments of State and Agriculture in mind, therefore, that I take this opportunity of presenting formally to you the views of this Department in the matter.

The basic objective of our long-term domestic agricultural policy is that of organized, sustained, and realistic abundance. Opportunities offered by the proposed agreement, for expanded trade in wheat through international cooperation, hold excellent promise for meeting this objective for a basic agricultural commodity, and avoiding the need for restrictive measures.

The 1945 census of agriculture reported over 1.2 million farms growing significant quantities of wheat. There is a substantial number of wheat growers in practically every State in the Union. Production of wheat in the United States during each of the past 4 seasons has exceeded one billion bushels, and current indications point to another large crop in 1948. Our farm economy is now geared to this high level of wheat production. We have reached this production through the response of the American farmer to the need for increased food production during World War II, and to meet the critical postwar world food shortage. Improved seed and new varieties, increased mechanization, and generally improved farming prac-

tices, have also helped our wheat growers to reach this goal of organized and realistic abundance. But the problem posed by the production level achieved in this effort involves ways and means of gaining our further objective of *sustained* abundance.

The problem is particularly significant in the large specialized areas of the Pacific Northwest and the Great Plains. In these areas, crop shifts are limited and full employment of agricultural resources involves production of considerable quantities of wheat in excess of normal domestic needs. Measured in terms of acreage, the United States has at present several million acres producing wheat for export or for non-food uses other than feed and seed. The impact of this acreage holds in large measure the key to the well-being of American agriculture. Markets which the proposed Agreement helps to assure, however, would absorb this excess and would minimize the need for considering costly restrictions on the production of wheat in the United States for several years to come.

Our stake in the world wheat market is important. The average annual value of United States exports of wheat and flour during the past 25 years exceeds 200 million dollars or nearly 14 percent of the total value of exports of agricultural products during that period. We all remember the effects of economic developments in many of our formerly important foreign markets for wheat during the decade of the thirties. It was during this period that a natural tendency towards self-sufficiency developed in many of the principal importing countries of Europe by increasing domestic production of bread grains. This development was accompanied, in turn, by increasing trade barriers and restrictions that resulted in

(Continued on page 611)



## General Agreement on Tariffs and Trade With Czechoslovakia Proclaimed

The President issued on April 22 a proclamation putting into effect as of April 21, 1948, the provisions of the general agreement on tariffs and trade with respect to Czechoslovakia.<sup>1</sup> The proclamation implements an obligation entered into by this Government last October 30 when the general agreement was concluded at Geneva with 22 other countries.

The attitude of the Government of the United States towards the events of last February in Czechoslovakia was publicly indicated in the joint statement of February 26, 1948, by the Secretary of State of this Government and by the Foreign Ministers of the Governments of the United Kingdom and France. It has not changed. These events, however, do not directly affect the legal status of the reciprocal obligations under the general agreement.

The President's action followed receipt of a communication from the Secretary-General of the United Nations informing this Government that the Government of Czechoslovakia had signed the protocol of provisional application of the general agreement and had thereby obligated itself to put the general agreement into effect. Since Czechoslovakia has now placed the general agreement in effect with respect to the United States and the other contracting parties, this country as well as the other contracting parties are obligated to apply the agreement to Czechoslovakia.

It is part of a world-wide program, sponsored by the United Nations and actively participated in by the United States, designed to reduce trade barriers and to restore international trade to an orderly and stable basis. It is the most comprehensive agreement with respect to tariffs and other trade barriers ever negotiated.

Czechoslovakia is the tenth of the Geneva countries to give effect to this agreement. The other countries which have done so, in addition to the United States, are the United Kingdom, France, Belgium, the Netherlands, Luxembourg, Canada, Australia, and Cuba. The remainder of the 23 participants in the negotiations have until June 30, 1948, to put the agreement provisionally into effect. The obligations assumed by Czechoslovakia under this agreement and those assumed by other countries to Czechoslovakia are integral parts of the agreement.

Under the general agreement, Czechoslovakia grants concessions on products of interest to the

United States representing approximately 31.6 million dollars in terms of 1937 trade and covering approximately 80 percent of Czechoslovakia's total prewar imports from the United States. The agreement includes substantial duty reductions by Czechoslovakia on a number of important items, such as apples and pears, raisins, prunes and certain other dried fruits, canned fruits and fruit juices, canned vegetables, passenger automobiles, and certain types of office machines.

Czechoslovakia and the other contracting parties to the agreement are committed to certain limitations with respect to the application of quotas, import restrictions, exchange control, and the conduct of state trading, which are important since they commit Czechoslovakia as well as other parties to the agreement to accord fair treatment to the trade of the United States. Should Czechoslovakia or any other contracting party fail to fulfil these obligations of the agreement or adopt any policy which nullifies or impairs the tariff concessions, the application by the United States to that country of such obligations or concessions under the agreement as may be appropriate in the circumstances may be suspended.

The concessions made by the United States in the general agreement on products of interest to Czechoslovakia represent approximately 22.7 million dollars in terms of 1937 trade and cover approximately 64 percent of United States prewar imports from Czechoslovakia. Of the concessions granted by the United States, those on household china, table and kitchen glassware, jewelry, certain types of shoes and gloves, and hops are the items of principal interest to Czechoslovakia.

These concessions were granted only after public hearings and the most careful and considerate deliberation by various government agencies acting in consultation to assure that domestic producers would not suffer serious injury as a result of the concessions. If, however, as a result of unforeseen circumstances, any of these concessions should result in such increased imports from Czechoslovakia as to cause or threaten serious injury to domestic producers in this country, the United States is free to withdraw or modify the concessions to the extent necessary to prevent or remedy the injury. This provision thus safeguards the interests of domestic producers in this country.

These export controls prevent shipment of goods contrary to the national interests of the United States.

<sup>1</sup> 13 Fed. Reg. 2211.



**American Wheat Shipped to the Netherlands***Message From the Queen of the Netherlands to the President*

[Released to the press by the White House April 27]

The President received on April 26 the following message from Queen Wilhelmina of the Netherlands:

"Today on the arrival of the first shipment of American wheat under the Marshall Plan on board the SS *Noordam* I should like to express to you Mr. President personally and to the people of the United States my heartfelt gratitude for their generosity in contributing so magnanimously to the recovery of my country and the whole of Europe. I wish to assure you that the Netherlands will give their fullest support to the execution of the European Reconstruction Program."

**Shipment of Streptomycin Sent to Austria**

[Released to the press April 29]

The Department of State announced on April 29 that a special shipment of 10,000 grams of streptomycin is being sent to Austria by air under the Interim Aid Program.

The drug was requested under interim aid by the Government of Austria due to the fact that Austria's streptomycin supply was exhausted. The special shipment, costing \$20,000 was scheduled to be flown from St. Louis, Mo., on April 20 to New York City, then shipped by air to Vienna.

Streptomycin is used in the treatment of spinal meningitis and pulmonary tuberculosis.

**Wheat Agreement—Continued from page 609**

the loss of a large part of our foreign trade in wheat. It is essential that a constructive alternative be provided, if a return to those chaotic conditions is to be avoided in the future. With the European Recovery Program providing the impetus for economic recovery in Europe during the emergency period, and with the proposed Agreement implementing the more permanent multi-lateral approach to world trade envisioned by the International Trade Organization, by assuring supplies of wheat to importing countries at stable prices, I am confident that such an alternative is now available.

In view of the foregoing, the Department of Agriculture strongly recommends Senate approval of the Agreement.

Sincerely yours,

N. E. DODD  
Acting Secretary

**Income Tax Convention With the Netherlands Signed**

[Released to the press April 29]

A convention between the United States and the Netherlands for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income and certain other taxes was signed at Washington on April 29, 1948, by Secretary Marshall and E. N. van Kleffens, Netherlands Ambassador in Washington.

**Statement by Secretary Marshall**

[Released to the press April 29]

Mr. Ambassador, the signing of this treaty represents the culmination of a long period of negotiations.

Double taxation upon the same income is a major obstacle to international trade. When this treaty enters into force, that obstacle will be eliminated to a very large extent as between our two countries. The nationals and corporations of both countries will benefit.

It has been a pleasure for me to join with you in signing the treaty.

The provisions of the convention are similar in general to those contained in conventions now in force between the United States and the United Kingdom, Canada, France, and Sweden.

The convention provides that it shall be ratified and that it shall become effective on January 1 of the year last preceding the year in which the instruments of ratification are exchanged.

**Mexican Housing Authority Visits U.S.**

Adolfo Zamora, Managing Director of the Banco de Fomento de la Habitación, S.A., of Mexico, D.F., arrived in Washington April 10 for a series of conferences with the officials of the Housing and Home Finance Agency. Mr. Zamora is visiting this country as the recipient of a grant-in-aid from the Department of State under the program administered by the Division of International Exchange of Persons for the interchange of specialists and professors with the other American republics. His visit is being planned in cooperation with the Housing and Home Finance Agency. After two weeks in Washington he expects to spend some time in New York studying further the housing program as it is administered in the United States. He is particularly interested in the problems of finance, administration, and organization of the program.

# Status of Civil Aviation Documents as of April 1, 1948

## DATES OF SIGNATURES

Country	Final Act	Interim Agreement	Convention	Transit Agreement (Two Freedoms)	Transport Agreement (Five Freedoms)
Afghanistan	<sup>1</sup> S	S	S	S	S
Australia	S	S	S	7/4/45	
Belgium	S	4/9/45	4/9/45	4/9/45	
Bolivia	S	S	S	S	S
Brazil	S	5/29/45	5/29/45		
Canada	S	S	S	2/10/45	
Chile	S	S	S	S	
China	S	S	S		S
Colombia	S	5/24/45	10/31/47		
Costa Rica	S	3/10/45	3/10/45	3/10/45	3/10/45
Cuba	S	4/20/45	4/20/45	4/20/45	4/20/45
Czechoslovakia	S	4/18/45	4/18/45	4/18/45	
Dominican Republic	S	S	S		S
Ecuador	S	S	S	S	S
Egypt	S	S	S	S	
El Salvador	S	5/9/45	5/9/45	5/9/45	5/9/45
Ethiopia	S	3/22/45	2/10/47	3/22/45	3/22/45
France	S	S	S	S	
Greece	S	S	S	S	
Guatemala	S	1/30/45	1/30/45	1/30/45	1/30/45
Haiti	S	S	S	S	S
Honduras	S	S	S	S	S
Iceland	S	S	S	4/4/45	4/4/45
India	S	S	S	S	
Iran	S	S	S	S	8/13/46
Iraq	S	S	S	S	
Ireland	S	S	S	S	
Lebanon	S	S	S	S	<sup>2</sup> S
Liberia	S	S	S	S	S
Luxembourg	S	7/9/45	7/9/45	7/9/45	
Mexico	S	S	S	S	S
Netherlands	S	S	S	S	<sup>3</sup> S
New Zealand	S	S	S	S	
Nicaragua	S	S	S	S	S
Norway	S	1/30/45	1/30/45	1/30/45	
Panama	S	5/14/45			
Paraguay	S	7/27/45	7/27/45	7/27/45	7/27/45
Peru	S	S	S	S	S
Philippines	S	S	S	S	
Poland	S	S	S	S	
Portugal	S	S	S		
Spain	S	S	S	S	
Sweden	S	S	S	S	S
Switzerland	S	S	7/6/45	7/6/45	
Syria	S	S	S	7/6/45	<sup>4</sup> 7/6/45
Turkey	S	S	S	S	<sup>5</sup> S
Union of South Africa	S	6/4/45	6/4/45	6/4/45	

<sup>1</sup> S indicates signature under date of Dec. 7, 1944.

<sup>2</sup> Reservation accompanying signature of Lebanon: "Ad referendum concerning the fifth freedom enumerated in Art. I Section 1."

<sup>3</sup> Reservation accompanying signature of the Netherlands: "In accordance with the provisions of Art. IV Section 1 of this agreement the Netherlands Delegation hereby accept only the first four privileges in Art. I Section 1". (Reservation relinquished by the Netherlands Sept. 21, 1945.)

<sup>4</sup> Reservation accompanying signature of Syria: "In

accordance with Art. IV Section 1 of this agreement, Syria accepts only the first four privileges in Art. I Section 1."

<sup>5</sup> Reservation accompanying signature of Turkey: "In accordance with the provisions of Art. IV Section 1 of this agreement the Turkish delegation hereby accept only the first four privileges in Art. I sect. 1 and leave the acceptance of the fifth privilege to the discretion of their government."

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# DATES OF SIGNATURES—Continued

Country	Final Act	Interim Agreement	Convention	Transit Agreement (Two Freedoms)	Transport Agreement (Five Freedoms)
United Kingdom . . . . .	S	S	S	<sup>a</sup> S	
United States . . . . .	S	S	S	S	S
Uruguay . . . . .	S	S	S	S	S
Venezuela . . . . .	S	<sup>1</sup> S	.. . . .	<sup>1</sup> S	<sup>1</sup> S
Yugoslavia . . . . .	S	.. . . .	.. . . .	.. . . .	
Danish Minister . . . . .	S	S	S	S	S
Thai Minister . . . . .	S	S	S	S	S

<sup>a</sup> Reservation accompanying signature of the *United Kingdom*: "I declare that, failing later notification of inclusion, my signature to this Agreement does not cover Newfoundland". (Reservation withdrawn by United Kingdom Feb. 7, 1945.)

<sup>1</sup> Reservation accompanying signature of *Venezuela*:

"La Delegación de Venezuela firma *ad referendum* y deja constancia de que la aprobación de este documento por su Gobierno está sujeta a las disposiciones constitucionales de los Estados Unidos de Venezuela." (Interim, transit, and transport agreements accepted by Venezuela Mar. 28, 1946.)

## SUBSEQUENT ACTION TAKEN

Country	Interim Agreement (Date of Acceptance)	Convention <sup>1</sup> (Date of Deposit of Ratification or Adherence)	Transit Agreement (Date of Receipt of Note of Acceptance)	Transport Agreement (Date of Receipt of Note of Acceptance)
Afghanistan . . . . .	5/16/45	4/ 4/47	5/17/45	<sup>2</sup> 5/17/45
Argentina . . . . .	6/ 4/46	<sup>A</sup> 6/ 4/46	6/ 4/46	
Australia . . . . .	5/19/45	3/ 1/47	8/28/45	
Belgium . . . . .	4/17/45	5/ 5/47	7/19/45	
Bolivia . . . . .	5/17/46	4/ 4/47	4/ 4/47	4/ 4/47
Brazil . . . . .	5/29/45	7/ 8/46		
Canada . . . . .	12/30/44	2/13/46	2/10/45	
Chile . . . . .	6/ 4/45	3/11/47		
China . . . . .	6/ 6/45	2/20/46		<sup>3</sup> 6/ 6/45
Colombia . . . . .	6/ 6/45	10/31/47		
Costa Rica . . . . .				
Cuba . . . . .	6/20/47		6/20/47	
Czechoslovakia . . . . .	4/18/45	<sup>4</sup> 3/ 1/47	4/18/45	
Denmark . . . . .	11/13/45	2/28/47		
Dominican Republic . . . . .	1/25/46	1/25/46		<sup>5</sup> 1/25/46
Ecuador . . . . .				
Egypt . . . . .	4/26/45	3/13/47	3/13/47	
El Salvador . . . . .	5/31/45	6/11/47	6/ 1/45	6/ 1/45
Ethiopia . . . . .	3/22/45	3/ 1/47	3/22/45	3/22/45
France . . . . .	6/ 5/45	3/25/47		
Greece . . . . .	9/21/45	3/13/47	9/21/45	<sup>6</sup> 2/28/46

<sup>1</sup> The convention entered into force Apr. 4, 1947.

<sup>A</sup> indicates adherence.

<sup>2</sup> *Afghanistan* denounced the International Air Transport Agreement Mar. 18, 1948; effective Mar. 18, 1949.

<sup>3</sup> Reservation accompanying acceptance of *China*: "The acceptances are given with the understanding that the provisions of Article IV Section 3 of the International Air Transport Agreement shall become operative in so far as the Government of China is concerned at such time as the Convention on International Civil Aviation . . . shall be ratified by the Government of China." (Chinese instrument of ratification of the Convention on International Civil Aviation deposited Feb. 20, 1946. China denounced the International Air Transport Agreement Dec. 11, 1946; effective Dec. 11, 1947.)

<sup>4</sup> The Ambassador of *Czechoslovakia* made the following statement in the note transmitting the Czechoslovak instrument of ratification: "The Czechoslovak Ambassador

wishes to bring to the attention of His Excellency that the Convention on International Civil Aviation was ratified by the President of the Czechoslovak Republic on the assumption that the International Civil Aviation Organization will carry out fully the resolution passed by the United Nations Organization on December 12, 1946 concerning the exclusion of the Franco Spain from cooperation with the United Nations".

<sup>5</sup> The *Dominican Republic* denounced the International Air Transport Agreement Oct. 14, 1946; effective Oct. 14, 1947.

<sup>6</sup> Reservation accompanying acceptance of *Greece*: "In accepting this Agreement [transport] in accordance with Article VIII, paragraph two thereof, I am directed to make a reservation with respect to the rights and obligations contained in Article I, Section 1, paragraph (5) of the Agreement, which, under Article IV, Section 1, Greece does not wish, for the time being to grant or receive."

May 9, 1948



# SUBSEQUENT ACTION TAKEN—Continued

Country	Interim Agreement (Date of Acceptance)	Convention <sup>1</sup> (Date of Deposit of Ratification or Adherence)	Transit Agreement (Date of Receipt of Note of Acceptance)	Transport Agreement (Date of Receipt of Note of Acceptance)
Guatemala . . . . .	4/28/47	4/28/47	4/28/47	
Haiti . . . . .	6/ 2/45	3/25/48		
Honduras . . . . .	11/13/45		11/13/45	11/13/45
Iceland . . . . .	6/ 4/45	3/21/47	3/21/47	
India . . . . .	<sup>7</sup> 5/ 1/45	3/ 1/47	<sup>7</sup> 5/ 2/45	
Iran . . . . .	12/30/46			
Iraq . . . . .	6/ 4/45	6/ 2/47	6/15/45	
Ireland . . . . .	4/27/45	10/31/46		
Italy . . . . .		<sup>8</sup> 10/31/47		
Lebanon . . . . .	6/ 4/45			
Liberia . . . . .	3/17/45	2/11/47	3/19/45	3/19/45
Luxembourg . . . . .	7/ 9/45			
Mexico . . . . .	5/22/45	6/25/46	6/25/46	
Netherlands . . . . .	1/11/45	3/26/47	1/12/45	<sup>9</sup> 1/12/45
New Zealand . . . . .	<sup>10</sup> 4/18/45	3/ 7/47	<sup>10</sup> 4/19/45	
Nicaragua . . . . .	12/28/45	12/28/45	12/28/45	<sup>11</sup> 12/28/45
Norway . . . . .	1/30/45	5/ 5/47	1/30/45	
Pakistan . . . . .		<sup>11</sup> 11/ 6/47	<sup>12</sup> 8/15/47	
Panama . . . . .				
Paraguay . . . . .	7/27/45	1/21/46	7/27/45	7/27/45
Peru . . . . .	5/ 4/45	4/ 8/46		
Philippines . . . . .	3/22/46	3/ 1/47	<sup>13</sup> 3/22/46	
Poland . . . . .	4/ 6/45	4/ 6/45	4/ 6/45	
Portugal . . . . .	5/29/45	2/27/47		
Siam . . . . .	3/ 6/47	4/ 4/47	3/ 6/47	3/ 6/47
Spain . . . . .	7/30/45	3/ 5/47	7/30/45	
Sweden . . . . .	7/ 9/45	11/ 7/46	11/19/45	11/19/45
Switzerland . . . . .	7/ 6/45	<sup>14</sup> 2/ 6/47	7/ 6/45	
Syria . . . . .	7/ 6/45			
Transjordan . . . . .	3/18/47	<sup>15</sup> 3/18/47	3/18/47	
Turkey . . . . .	6/ 6/45	12/20/45	6/ 6/45	<sup>16</sup> 6/ 6/45
Union of South Africa . . . . .	11/30/45	3/ 1/47	11/30/45	
United Kingdom . . . . .	<sup>16</sup> 5/31/45	3/ 1/47	<sup>16</sup> 5/31/45	
United States . . . . .	2/ 8/45	8/ 9/46	<sup>17</sup> 2/ 8/45	<sup>17</sup> 2/ 8/45
Uruguay . . . . .				
Venezuela . . . . .	3/28/46	<sup>18</sup> 4/ 1/47	3/28/46	3/28/46
Yugoslavia . . . . .				

A indicates adherence.

<sup>1</sup> Reservation accompanying acceptance of India: "In signifying their acceptance of these agreements [interim and transit], the Government of India . . . do not regard Denmark or Thailand as being parties thereto . . .". (Reservation respecting Denmark on interim agreement withdrawn by India July 18, 1946. Reservation respecting Siam on transit agreement withdrawn by India June 6, 1947.)

<sup>2</sup> The participation of Italy effected in accordance with the provisions of Article 93 of the convention and resolution of May 16, 1947, by Assembly of ICAO. Effective Nov. 30, 1947.

<sup>3</sup> Reservation accompanying acceptance of the Netherlands: "... the signatures . . . affixed to the . . . International Air Transport Agreement (with reservation set forth in Article IV Section 1) constitute an acceptance . . . by the Netherlands Government and an obligation binding upon it." (Reservation relinquished by the Netherlands Sept. 21, 1945.)

<sup>4</sup> Reservation accompanying acceptance of New Zealand: "... the New Zealand Government does not regard Denmark or Thailand as being parties to the Agreements mentioned [interim and transit] . . .". (Reservation respecting Denmark on interim agreement withdrawn by New Zealand Apr. 29, 1946.)

<sup>5</sup> Nicaragua denounced the International Air Transport Agreement Oct. 7, 1946; effective Oct. 7, 1947.

<sup>6</sup> The Ambassador of Pakistan informed the Secretary of State by note no. F 96/48/1 of March 24, 1948 "... that by virtue of the provisions in Clause 4 of the Schedule of the Indian Independence (International Arrangements) Order, 1947, the International Air Services Transit Agreement signed by United India continues to be binding after the partition on the Dominion of Pakistan." The acceptance by India on May 2, 1945, of the transit agreement applied also to the territory, then a part of India, which later, on Aug. 15, 1947, became Pakistan.

<sup>7</sup> Reservation accompanying acceptance of the Philippines: "The above acceptance is based on the understanding . . . that the provisions of Article II, Section 2 of the International Air Services Transit Agreement shall become operative as to the Commonwealth of the Philippines at such time as the Convention on International Civil Aviation shall be ratified in accordance with the Constitution and laws of the Philippines." (Philippine instrument of ratification of the Convention on International Civil Aviation deposited Mar. 1, 1947.)

<sup>8</sup> The Minister of Switzerland made the following statement in the note transmitting the Swiss instrument of ratification: "My government has instructed me to notify you that the authorities in Switzerland have agreed

(Continued on next page)

## THE DEPARTMENT

### Reorganization of the Public Affairs Area

(a) The Department announced on April 22 the following organization changes in the area under the jurisdiction of the Assistant Secretary—Public Affairs, effective as of April 22, 1948:

(1) The Office of Information and Educational Exchange (OIE) is abolished.

(2) The Office of International Information, the Office of Educational Exchange, and an Executive Staff are established.

(3) The organization units and special assistants previously reporting to the Assistant Secretary—Public Affairs or the Office of Information and Educational Exchange will be under the following jurisdiction:

*Office of International Information:* Program Coordinator (now acting as Chief of Staff for the International Policy Programming Staff (IPPS); Special Assistant for Freedom of Information; Special Assistant for Interdepartmental Information Coordination; Special Assistant for Interdepartmental information Planning; Special Assistant for Utilization of Private Information Media; Division of International Broadcasting; Division of International Motion Pictures; Division of International Press and Publications.

*Office of Educational Exchange:* Secretariat of the Interdepartmental Committee on Scientific and Cultural Cooperation; Division of Libraries and Institutes; Division of Exchange of Persons (including the Special Assistant for the Fulbright Program).

*Executive Staff:* Area Divisions (RPD); all special assistants and staff of the immediate office of the Assistant Secretary—Public Affairs except as noted below.

(Continued from preceding page)

with the authorities in the Principality of Liechtenstein that this Convention will be applicable to the territory of the Principality as well as to that of the Swiss Confederation, as long as the Treaty of March 29, 1923 integrating the whole territory of Liechtenstein with the Swiss customs territory will remain in force."

"Reservation accompanying acceptance of Turkey: "... the reservation made by the Turkish Delegation on the fifth freedom of the air contained in the International Air Transport Agreement is explained in the following article of the law by which the aforementioned instruments have been ratified: 'The Turkish Government, when concluding bilateral agreements, shall have the authority to accept and apply for temporary periods the provision regarding the fifth freedom of the air contained in the International Air Transport Agreement.'"

"Reservation accompanying acceptance of the United Kingdom: 'In signifying their acceptance of the said

(4) No change will be made in the organization of the Office of Public Affairs (PA) and the UNESCO Relations Staff.

(b) The following Officers are hereby designated to assume responsibility in the key positions listed below in an acting capacity, other existing appointments remaining unchanged until further notice:

(1) Director, Office of International Information (OII)—William T. Stone; Executive Officer—Parker May.

(2) Director, Office of Educational Exchange (OEX)—Kenneth Holland; Executive Officer—(to be announced later; pending such announcement, all OEX Executive Officer functions will be carried out by the OII Executive Officer).

(3) Director, Executive Staff—Leland Barrows.

#### Assistant Secretary—Public Affairs

(a) *Purpose.* To advise and assist the Secretary in the development and implementation of United States foreign policy with respect to programs for international information and educational exchange and to domestic programs designed to inform the American public concerning foreign relations.

(b) *Major functions.* The Assistant Secretary, in coordinating and supervising the activities of the offices under his supervision, performs the following functions:

(1) Plans and develops the information and educational exchange policies of the Department.

(2) Directs the relations of the Department of

Agreement [Interim and transit], the Government of the United Kingdom... neither regard the Governments of Denmark and Siam as being parties thereto...". (Reservation respecting Denmark on interim agreement withdrawn by United Kingdom Mar. 30, 1946.)

"Reservation accompanying acceptance of the United States: 'These acceptances by the Government of the United States of America are given with the understanding that the provisions of Article II, Section 2, of the International Air Services Transit Agreement and the provisions of Article IV, Section 3, of the International Air Transport Agreement shall become operative as to the United States of America at such time as the Convention on International Civil Aviation... shall be ratified by the United States of America'. (The United States of America denounced the International Air Transport Agreement July 25, 1946; effective July 25, 1947. United States instrument of ratification of the Convention on International Civil Aviation deposited Aug. 9, 1946.)

## THE DEPARTMENT

State with other Federal agencies on all matters of international information and educational exchange policies.

(3) Stimulates and facilitates the activities of public and private information and educational exchange agencies in the foreign field and services domestic private and public agencies as they deal with foreign relations.

(4) Insures that the programs and policies recommended by the United States Advisory Commissions on Information and Educational Exchange are considered in the development and execution of the international information and educational exchange program; insures that the Secretary of State's responsibilities are discharged with respect to the National Commission for UNESCO, the Board of Foreign Scholarships, and other advisory boards and commissions.

(c) *Organization.* The Assistant Secretary, assisted by a deputy, directs the work of the UNESCO Relations Staff, the Office of Public Affairs, the Office of International Information, the Office of Educational Exchange, and an Executive Staff.

(1) The Deputy Assistant Secretary is authorized to take all necessary action relating to international programs for information and educational exchange and to domestic programs designed to inform the American people concerning foreign relations.

(a) Such delegation of authority does not extend to any duties or functions which, under existing law, can only be exercised by the Secretary of State or by an Assistant Secretary of State in his behalf. In the absence of the Assistant Secretary—Public Affairs, such duties are performed by the Assistant Secretary—Political Affairs, or, in his absence, the Assistant Secretary—Economic Affairs.

(b) Such delegation of authority is exercised under the general direction and control of the Assistant Secretary—Public Affairs, or during his absence, the Secretary of State.

(c) Such delegation of authority does not affect any delegation of authority to any subordinate officials below the rank of Assistant Secretary of State.

(d) *Relationships with other agencies.* The Assistant Secretary serves as—

(1) Chairman of the Interdepartmental Committee on Scientific and Cultural Cooperation.

(2) A member of the Board of Directors of the Institute of Inter-American Affairs.

### Office of International Information

(a) *Purpose.* To support United States foreign policy by giving foreign peoples a true pic-

ture of the aims, policies, and institutions of the United States and by promoting mutual understanding between the people of the United States and other peoples as an essential foundation for durable peace; and to assist private activities contributing to this objective.

(b) *Major functions.* The Office, in coordinating and supervising the activities of the organizational units under its jurisdiction, performs the following functions:

(1) Plans and develops for final approval by the Assistant Secretary—Public Affairs, the international information policies of the Department.

(2) Develops, coordinates policy for, and supervises the execution of, United States program in the field of international information.

(3) Disseminates abroad information about the United States through all appropriate media.

(4) Promotes freedom of information.

(5) Encourages and assists private agencies in their international information activities; insures the use of private facilities wherever practicable in carrying out the Department's international information program.

(6) Assists the Assistant Secretary—Public Affairs to discharge his responsibilities in connection with the United States Advisory Commission on Information and, on his behalf, insures Departmental leadership of all interdepartmental international information committees.

(c) *Organization.* The Office consists of the Office of the Director, which includes the Executive Office, the Secretariat of the United States Advisory Commission on Information, a Program Coordinator who assists the Director and the division chiefs in developing advance plans, a Special Assistant on Freedom of Information, a Special Assistant on Interdepartmental Information Planning, a Special Assistant for Interdepartmental Information Coordination, and a Special Assistant for Utilization of Private Information Media.

(1) Division of International Press and Publications.

(2) Division of International Broadcasting.

(3) Division of International Motion Pictures.

### Office of Educational Exchange

(a) *Purpose.* To promote the foreign relations of the United States in the field of educational, scientific, and cultural affairs by cooperating with other nations in the interchange of knowledge and skills, the rendering of technical services and the dissemination and the interchange of developments in education, the arts, and sciences.

(b) *Major functions.* The Office, in coordinating and supervising the activities of the organizational units under its jurisdiction, performs the following functions:



(1) Plans and develops for final approval by the Assistant Secretary—Public Affairs, the international educational exchange policies of the Department.

(2) Develops, coordinates policies for, and supervises the execution of, United States programs in the field of international educational exchange undertaken by the Department of State and other Federal agencies, including programs for the interchange of persons, for the exchange and dissemination of educational, scientific, and cultural materials, for operation of American libraries abroad, for assistance to American sponsored institutions abroad, and for the assignment of United States Government specialists for service with the governments of other countries.

(3) Stimulates and facilitates the international educational exchange activities of private agencies and unofficial organizations in the United States and abroad; insures the use of private facilities wherever practicable in carrying out the international educational exchange program for which the Department of State is responsible.

(4) Assists the Assistant Secretary—Public Affairs to discharge his responsibilities in connection with the United States Advisory Commission on Educational Exchange, the Board of Foreign Scholarships and the Interdepartmental Committee for Scientific and Cultural Cooperation, insuring on behalf of the Assistant Secretary, Departmental leadership of all interdepartmental activities concerned with international educational exchange; serves as Deputy Chairman of the Interdepartmental Committee on Scientific and Cultural Cooperation.

(c) *Organization.* The Office consists of the office of the Director which includes the executive office and the Secretariat of the United States Advisory Commission for Educational Exchange, and the Secretariat of the Interdepartmental Committee on Scientific and Cultural Cooperation.

(1) Division of International Exchange of Persons.

(2) Division of Libraries and Institutes.

#### **Executive Staff**

(a) *Purpose.* To assist the Assistant Secretary—Public Affairs and the Deputy Assistant Secretary in coordinating the programs and administration of the Offices of International Information, Educational Exchange, and Public Affairs in order to insure that the information and educational exchange activities in the United States and abroad are treated as a total program and that necessary geographic considerations are applied to the operations of the Office of International Information and the Office of Educational Exchange; in concert with and in behalf of the central man-

agement units of the Department, to insure that over-all management policies and methods of the Department are applied in the Offices under the Assistant Secretary's jurisdiction.

#### **(b) Major functions.**

(1) Prescribes and insures the effective execution of a system of field and departmental reporting and a system of program evaluation; maintains Congressional liaison, under the auspices of the Office of the Counselor, and prepares any necessary reports for the Secretary, the Congress, and the general public.

(2) Prescribes and insures the application of a system of administrative reports for the Offices under the jurisdiction of the Assistant Secretary; maintains liaison, on behalf of the Assistant Secretary and the Deputy, with the Office of Foreign Service and the several offices of the Assistant Secretary—Administration; directs the internal administration and procedures of the immediate Office of the Assistant Secretary and Deputy Assistant Secretary—Public Affairs; coordinates and reviews for the Assistant Secretary the preparation of the annual budgets for the Offices under the jurisdiction of the Assistant Secretary.

(3) Maintains liaison with the geographic offices of the Department and provides regional guidance to the Office of International Information and the Office of Educational Exchange; in collaboration with the appropriate administrative divisions of the Department, and with the concurrence of the two previously named offices, has responsibility for, (a) initiating and processing requests concerning foreign service personnel actions and administrative services for the program overseas, (b) preparation of the budget for foreign activities.

(c) *Organization.* The Director of the Executive Staff is responsible to the Assistant Secretary and the Deputy Assistant Secretary—Public Affairs. The Director's Staff includes officers responsible for activities in the following fields: Reports and Evaluation; Administrative Coordination and Liaison; Regional Program Guidance.

#### **Edward W. Beattie, Jr., Will Head News Operations of International Broadcasting Division**

George V. Allen, Assistant Secretary of State for Public Affairs, announced on April 29 the appointment of Edward W. Beattie, Jr., as head of the news operations of the State Department's International Broadcasting Division.

Mr. Beattie, a veteran of 15 years of service with the United Press, will assume his new duties immediately with headquarters in New York City (224 West 57th Street). He will direct all news operations for the broadcasts of the Voice of the United States of America.

## John H. Hilldring Appointed as Special Assistant for Palestine Affairs

[Released to the press April 28]

John H. Hilldring, former Assistant Secretary of State for occupied areas, on April 28 accepted appointment as Special Assistant to the Secretary of State for Palestine Affairs.

General Hilldring served as Assistant Secretary of State for occupied areas from April 17, 1946, until his resignation on August 31, 1947. He was appointed an adviser to the United States Delegation to the Second Session of the General Assembly of the United Nations on September 10, 1947, and four days later was appointed an alternate representative on the Delegation, in which capacity he was a principal spokesman for this Government on matters pertaining to the Palestine question. His services terminated on December 2, 1947.

## THE FOREIGN SERVICE

### Teaching of Arabic in Foreign Service Institute

[Released to the press May 1]

The Foreign Service Institute, which for the past year has gone all out to provide overseas personnel with instruction in some three dozen languages so as to make them more useful in representing American political and economic interest abroad, has launched a course in a real "toughie"—Arabic.

Five officers of the Foreign Service, selected from among those desiring to specialize in Near Eastern affairs, are working eight hours a day with native speakers of Arabic, seeking to imitate and master the un-English sounds which some day they will use in communicating with the peoples of Syria, Lebanon, Iraq, Saudi Arabia, Egypt, and other Arabic-speaking areas. In the course, which will last six months, the officers concentrate on the spoken language, with the objective of speaking Arabic as the Arab speaks it. By September it is expected that they will be well along in conversational Arabic, and they should be able to carry on talks in the language and make sense of what they hear in the streets of Damascus, Jidda, Baghdad, or Cairo.

In this new course, the textbook is tossed out the window. Dr. Charles Ferguson, 26-year-old Philadelphian who supervises the instruction, is applying the new techniques and insights developed by modern linguistic science and uses his own scientific transcriptions. His students won't see an alphabet until the course is three fourths completed. Nor will there be much in the way of writing, since his theory is that "language is the

noise you make with your face and not the scratches you make with your fist".

Arabic has long been one of the most troublesome language problems of the Foreign Service. Last year Dr. Ferguson, an experienced instructor in Arabic, Japanese, and Bengali with the U.S. Army Specialized Training Program and the Office of Strategic Services, was sent to the Near East to gather material from the daily speech of the Arabs for a proposed new course at the Foreign Service Institute. He returned to Washington a few months ago and started putting his findings into practical use.

Of the five officers now studying the course, three, by the oddest coincidence, are 1942 B.A. graduates of the University of California. They are Rodger P. Davies and David L. Gamon, both of whom still make their home in Berkeley, and Milton C. Walstrom of Honolulu, formerly vice consuls at Jidda, Asunción, and Kingston (Jamaica), respectively. The other two are A. David Fritzlan of Wilmore, Ky., formerly vice consul at Tangier, and Dayton S. Mak of Waterloo, Iowa, formerly vice consul at Hamburg. Harlan B. Clark of Brookfield, Ohio, who received a head start under Dr. Ferguson's tutelage at Beirut last year, will join the Washington group of pioneer Arabic students sometime in May. Mr. Clark is presently assigned to the Legation at Beirut as consul.

Ordinarily, an officer who needs special linguistic training is "farmed out" to universities and colleges in the United States. Since no institution offering an adequate course in Arabic could be found, it was necessary to provide for such training at the Institute. The course in Arabic is the only one of the Institute's full-time intensive studies which lasts six months, although some others take up to four months. There are several semi-intensive part-time language courses consisting of two to four hours daily instruction and running from two to four months, and there are many classes of one or two hours a day which are supervised by instructors and which operate for varying periods ranging from one week to six weeks. Generally, there are about 100 Foreign Service employees, many of them new appointees, participating in these courses.

The teaching of Arabic is greatly complicated by the fact that written and spoken Arabic are poles apart. From country to country, and even from locality to locality, spoken Arabic varies greatly. On the other hand, written Arabic is traditionally the classic Arabic of the early Middle Ages.

The classical written language has a prestige in Arab lands completely unlike the prestige which any written language of our own past has with English-speaking peoples. For example, when an Arab ruler addresses any kind of governmental



assembly, he reads an eloquent speech composed by a classical scholar. When the extemporaneous remarks of assembly members are put in the record, they are phrased in classical Arabic to match the ruler's address.

Radio programs in Arab countries are also written in classical Arabic. Hence, only the educated can understand them. Script writers find that if they try to reach a wider audience by using a modern vernacular they run into difficulties since the program, while far more intelligible locally, lacks prestige and commands little confidence or respect.

Confronted by such a complex situation, the Institute has had to take the bull by the horns and make a start on some one dialect of spoken Arabic. The one chosen is that of the Beirut-Damascus-Jerusalem area. While this dialect has its limitations, it is intelligible to most Eastern Arabs. The plan of approach is to teach students how to move from their knowledge of this dialect into other related dialects, such as those of Iraq, Saudi Arabia, and Egypt, and that of the Bedouin tribesmen of the desert.

In midsummer, instruction will be launched in the written language through the medium of newspapers and other popular publications. From this, students will move to a consideration of classical books and documents. The transition is helped by the fact that modern newspaper Arabic is intermediate between spoken Arabic and the written classical language.

From the study of the language, acquired in direct daily contact with native Arabic speakers, it is easy to move on into consideration of the psychology of the Arabs and their social patterns. The Institute's course will contain as much material of this kind as time limitations permit.

### Consular Offices

An American Consulate at Haifa, Palestine, was officially opened to the public April 1, 1948.

The office at Palermo, Italy, will be raised to the rank of Consulate General, effective April 8, 1948.

An American Consulate was established at Elizabethville, Belgian Congo, on March 30, 1948.

An American Consulate was established at Nicosia, Cyprus, on April 13, 1948.

### Confirmation

On April 26, 1948, the Senate confirmed the nomination of W. Averell Harriman to be the United States special representative in Europe, with the rank of Ambassador Extraordinary and Plenipotentiary.

## THE CONGRESS

Authorizing the Committee on Foreign Affairs to have Printed Additional Copies of a Special Subcommittee Report and Appendix on the United States Information Service in Europe. H. Rept. 1544, 80th Cong., 2d sess., to accompany H. Con. Res. 144.

May 9, 1948

## PUBLICATIONS

### Department of State

*For sale by the Superintendent of Documents, Government Printing Office, Washington 25, D.C. Address requests direct to the Superintendent of Documents, except in the case of free publications, which may be obtained from the Department of State.*

**Health and Sanitation: Cooperative Program in Venezuela.** Treaties and Other International Acts Series 1661. Pub. 2988. 13 pp. 5¢.

Agreement Between the United States of America and Venezuela Extending Agreement of February 18, 1943, as amended, until June 30, 1948—Effectuated by Exchange of Notes Signed at Caracas June 30, 1947; entered into force June 30, 1947, effective January 1, 1947.

**Settlement of Certain War Accounts and Claims.** Treaties and Other International Acts Series 1675. Pub. 3027. 5 pp. 5¢.

Agreement and Accompanying Notes Between the United States of America and Czechoslovakia—Signed at Praha July 25, 1947; entered into force July 25, 1947.

**Headquarters of the United Nations.** Treaties and Other International Acts Series 1677. Pub. 3038. 5 pp. 5¢.

Interim Agreement Between the United States of America and the United Nations—Signed at Lake Success, New York, December 18, 1947; entered into force December 18, 1947.

**Exchange of Money Orders.** Treaties and Other International Acts Series 1682. Pub. 3045. iii, 35 pp. 15¢.

Agreement, and Final Protocol, Between the United States of America and Other Governments—Signed at Rio de Janeiro September 25, 1946; Ratified and Approved by the Postmaster General of the United States of America February 20, 1947; Approved by the President of the United States of America February 27, 1947; entered into force January 1, 1947.

**National Commission News, May 1, 1948.** Pub. 3120. 10 pp. 10¢ a copy; \$1 a year; foreign subscription \$1.35 a year.

Prepared monthly for the United States National Commission for the United Nations Educational, Scientific and Cultural Organization.

**World Health Organization—Progress and Plans.** International Organization and Conference Series IV, World Health Organization 1. Pub. 3126. 23 pp. 15¢.

A study of the World Health Organization, at the time of its becoming a specialized agency of the United Nations; an article on its progress and future plans, its constitution; an intergovernmental arrangement on the establishment of an interim commission; and a selected bibliography.

**Address by the Secretary of State Before the Second Plenary Session of the Ninth International Conference of American States, Bogotá, Colombia, April 1, 1948.** International Organization and Conference Series II, American Republics 2. Pub. 3139. 14 pp. Free.



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# Contributors

Katharine F. Lenroot, author of the article on the Ninth Pan American Child Congress, is Chief of the Children's Bureau, Social Security Administration, Federal Security Agency. Miss Lenroot served as Chairman of the United States Delegation to the Congress.